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THESIS

THE EDUCATION OF NAVAL OFFICERS
IN RACE RELATIONS

by

William F. H. Glover, III

December 1974

Thesis Advisor:

Frank M. Teti

Approved for public release; distribution unlimited.

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The Education of Naval Officers
in Race Relations

by

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Lieutenant Commander, United States Navy
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requirements for the degree of

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December 1974

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This study examines the Navy's present program of race relations education for officers. The external military environment and the internal aspects of the educational process were studied to provide a proper perspective for the present effort. Considerations of military sociology, learning and motivation were made to provide a continuum from race relations education goals and objectives to individual performance. The present program was outlined from transition from Phase I to Phase II in late 1974 to the potential fruition of Phase II. Having examined race relations education from these perspectives, a summary was then made of the challenges to the program managers. These challenges were found to be: The proper role of education in Phase II, the design of the education programs, and the coordination and management of program components, including the various formal education programs and the individual command workshops. Proposals for future direction were made to meet these challenges.

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I. INTRODUCTION

In late 1974 the Navy is preparing to move into the second phase of a comprehensive, ambitious equal opportunity/race relations program. Within the design of this program the Navy has placed significant emphasis on race relations education. This attempt to conduct a program of race relations education is occurring in a complex arena, comprised of a unique combination of factors. These factors bear close examination and should have a broad base of understanding within the Navy if the program of equal opportunity and race relations is to be successful in meeting its objectives.

The first factor to be studied is the setting itself - today's military environment. As in any organization which recognizes an internal problem, it is dealing correctly with the current processes and forces within the organization itself which poses the most immediate and often the most difficult hurdle. The characteristics of today's military environment are distinct and powerful enough to spell sure defeat for any program designed without their consideration.

A second factor, too often ignored in the design of educational programs, are those considerations internal to the educational process. The organization's goals and objectives are linked by learning and motivation to eventual desired performance. To arrive at the eventual desired

performance the organization first sets its goals and objectives. Next the members of the organization must learn the required knowledge or habits. To transform this knowledge into performance, motivation must be introduced. And ultimately through this process of learning and motivation, performance is achieved. The Navy, in its attempt to educate its officers, must be particularly aware of the elements of learning and motivation which impact directly on student performance.

And finally, what of the design and management of the various race relations education program elements? Without the appropriate coordination of the various components of formal education and without the proper attention paid to the interface of the formal programs and the effort by individual commands the program will not realize its full potential.

This study was undertaken to gain a total perspective of our current effort. To study any one of the individual considerations mentioned above is to see only part of the picture. To study all the parts is to be more aware of the potential strengths and possible pitfalls.

The present program contains both strengths and possible pitfalls. The strengths stem from our recognition of the problem and the attempt to find solutions. The pitfalls occur because in the attempt to find solutions certain considerations may have been neglected. This study is an

attempt to highlight some of those considerations for action by Navy managers. In doing so, no excuses are offered for those who fail the letter or the spirit of the pursuit of human dignity and equal opportunity. But these goals will not be met by blind pursuit of exposure to the program and the educational process.

II. THE MILITARY ENVIRONMENT

A. INTRODUCTION

The education of Naval officers in race relations is occurring in a distinct environment. This environment is strongly influenced by that of the parent society but the differences encountered within the service environment are fostered by tradition, maintained by organizational process and strengthened by those who seek, and are successful in, a military career. The forces at work within the military environment are a result of the tradition, process and people involved and of the dynamics created as these forces interact.

Several distinct characteristics of military sociology can be drawn which impart to a student of the environment the nature of the milieu and subculture which influence all associations with the military. This chapter will outline these characteristics and give some insight into the forces which influence the Navy's effort in race relations education.

B. EDUCATION AND SOCIAL LEADERSHIP .

In the pursuit of better race relations the Navy has turned instinctively to education. And yet the Navy itself embodies many forces which are inherently contrary to the recognition of individualism and even to education itself when the objective is social. [60, p. 69] The environment of the parent society demands the attempt, and even the success, of education toward equality yet the military environment imposes organizational restrictions and mores which argue not only against the success of social education but even the attempt itself. [97, p. 19-30] The naval officer faces the experience of race relations education with the contradictory stamp of the profession.

The Navy's reliance on education in an attempt to solve its problems is fully supported by tradition. Education is stressed by the military and is a matter of professional pride as well as leadership in the society. [33, p. 41] To educate the Navy's leaders to foresee and solve their own problems and to lead society by the pen as well as the sword is a long standing and strengthening position within the military. [66, p. 76-100] With the original emphasis on technical education and the increasing attention given to organization and management sciences it has been accepted that these areas are not only of interest to the military but in fact are educationally pursued by military men.

The social sciences are, on the other hand, just gaining acceptance. Military theorists and sociologists give the

military three broad roles: as an instrument of foreign policy, as a constabulary force, or it may perform general administrative functions not necessarily of a combat nature. David Rapoport has observed that within this last category the most important function occurs when the military serves as a school where the citizens can learn appropriate social and civic virtues. [46, p. 71] In 1974 we find the Navy placing great emphasis on this role. This internal emphasis is supplemented by the Department of Defense support of social research. Edward Glick points out that of the approximate \$1,679 million total federal funds for psychological and social science research during the period 1961-1968 approximately \$215 million went to the Department of Defense. [33, p. 76-78]

But if the military hierarchy recognizes and supports a social role for the military, the middle and lower level managers of the Navy prefer to support social research while not actually becoming involved. To educate and train former civilians to acceptable service standards in military skills has long been a necessity but managers balk when placed in a position as a healer of society's ills. The lesser tasks of curing society's ills are left to civilians. Morris Janowitz in The Professional Soldier (1960) attributes to the Navy ". . . the highest concentration of officers who believed that the military were superior to civilians." [50, p. 253] Reflective of this attitude of superiority is

the preference of the naval officer to engage in technical education; an area in which the military is recognized as a leading institution.

One resistance to social awareness may be that of a military subconsciously trying to hang on to a military tradition and not bend to current pressures to become a constabulary force or a social sick bay. But the reality is that while the Navy need be neither a constabulary force nor a social sick bay, it must bend to accept a role in the social leadership of a society that is constantly becoming more homogeneous. That the military as much as any other institution is a mirror of the social structure is no longer seriously challenged. [50, p. 3] [11, p. 6] And during periods of reduced isolation of the military this mirror image becomes more exact. The naval officer cannot ignore the forces and practices of a society which not only provides the manpower but demands that this manpower not be isolated except in cases of national emergency.

C. INDIVIDUALISM VS THE ORGANIZATION

One of the strong factors of the military environment is its tendency to elevate the organization at the expense of individualism. A strong emphasis in military training is placed on group success. The naval officer is under significant influence from this training to subordinate individualism. Kurt Lang points to "limits in the ability of officers and noncoms to look after the welfare of their men."

He sees the military supervisor caught in the middle between consideration for their subordinates and the demands on them to produce results in a military environment. [60, p. 69]

Another difficult hurdle for the innovative leader is the difficulty of displaying or utilizing unique styles of leadership and of recognition of the individual. The free rein is not there because results are the dominant goal. Innovation is acceptable and even welcomed but the time and quantity constraints are the measurables and are ignored by the military manager at great cost.

Another factor of significance is the military drive to seek internal order by elevating the organization at the expense of its people. If society is torn by domestic crisis then the military reaction in many cases has been to ignore that crisis and concentrate on immediate military goals not akin to the objects of civilian unrest. That this is not happening in the military in the 1970's is hard for many to accept.

William E. Simons in Liberal Education In The Service Academies (1965), a report for the Institute of Higher Education, deals with two additional facets of military life which tend to play down individualism and elevate the organization. Simons recognizes a liberal trend in military officers and their education but feels that this trend is overcome by the nature of military training and the highly visible value of individual loyalty to the group. The constant training by group tends to elevate the group above concern for the

individual. And, Simons says, organization loyalty is perhaps the highest military virtue. [97, p. 23]

Another force which may operate in the military sub-conscious is the generally pessimistic view of man held by military organizations. Samuel Huntington in The Soldier and The State (1957) says:

The existence of the military profession presupposes conflicting human interests and the use of violence to further those interests. Consequently, the military ethic views conflict as a universal pattern throughout nature and sees violence rooted in the permanent biological and psychological nature of men. As between the good and evil in man, the military ethic emphasizes the evil. [45, p. 62-63]

Bengt Abrahamsson in 1972 supported Huntington in his evaluation of the military images of human nature. Abrahamsson in Military Professionalism and Political Power (1972) says that the military officer generally thinks that man cannot learn to avoid war and that the proportion of people holding this pessimistic view increases as we move from samples of civilians to reserve officers. [1, p. 85-86] Charles Ackley in The Modern Military in American Society (1972) treats the military image of human nature with less optimism than either Huntington or Abrahamsson. Ackley sees this Hobbesian view on the part of the armed forces as having a deleterious effect on man's future efforts to improve himself. [2, p. 218]

D. ISOLATION

One of the characteristics of the military as an institution is its tendency to recruit from its own social classes

and thus strengthen its social base. This form of social inbreeding has a tendency to reinforce the organization at the expense of the individual. Janowitz treats this repeatedly in the late fifties and early sixties as one of his central themes. [49, p. 84] [50, p. 90] He also feels, however, that this tendency is decreasing as our society becomes more socially mobile. With this mobility and increased cross-class communications comes increasing role conflicts. These take the form of concern for family and second careers and are brought on by pressures from contacts outside the military.

Marion Levy describes another result of this trend toward a classless society. [11, p. 64] Levy says that this trend has made the difference of view toward social questions no longer distinct between the officer corps and the enlisted. In a modernized society the broadening base of recruitment of the officer corps tends to weaken the sharp class differences. There can be no question that the modern naval officer feels less bound by tradition, background, and class than his predecessor. But if some naval officers feel bound by outmoded class differences and by the traditional "officer corps" status it is understandable and probably can be attributed to an unawareness of the degree to which the changes of our society are accelerating.

Of all the factors involved in this acceleration of social change probably that most affecting the military is isolation. It is simply no longer possible to isolate for

extended periods any military unit, regardless of its size. Even the most distant garrison and the longest deployment now include the artifacts of the parent society at least on a part-time basis. Military demands can be and are still made of our sailors and soldiers but the chances are slim of any but the raw recruits spending their off duty hours at the military pursuits.

But even if extended isolation is not possible, isolation for limited periods should not be ignored. To say that isolation has been drastically reduced is not to say that the military is free from isolation. This periodic isolation is a phenomenon which enables the military to remain trained, to develop the cult which can ask for great sacrifices and even to attempt to incorporate social reforms as a part of its own ethic. As we move into this period of increased social awareness and social reform within the services we should also be aware of the isolation involved in the all volunteer concept. Many critics of this concept fear a gradual return to a separation of the military and the host society. Ackley credits the military leadership when he says "the military faces renewed isolation, but under the deliberately appealing guise of greater professionalism and higher pay, i.e., the volunteer concept. It is also significant that military leaders and thinkers are not nearly so enamored of this prospect as are their civilian leaders. [2, p. 19]

E. AUTHORITY AND STRUCTURE

At the very heart of military existence is structure, rigid organizational process and authoritarianism. In his summary of the military ethic Huntington included, "It stresses the supremacy of society over the individual and the importance of order, hierarchy and division of function." [45, p. 79] The importance of centralized authority and structure has been a natural growth within the military as in most large organizations, although the form is particularly severe within the military. This importance has been brought on primarily by rotation and turnover. In an organization which experiences frequent rotation of its personnel and attrition of its forces by the demands of war and society, structure and order become important pillars. And this type of organization in turn is maintained not by individualism or interpersonal relations but by an emphasis on rank. The individual is not that important in the interpersonal relations within the military but instead rank and position are elevated for purposes of maintaining the hierarchy intact.

This emphasis on authority has its impact on interpersonal communications. Abrahamsson includes "stress on authority in interpersonal relations" as well as political conservatism and emphasis on religious values as the three primary elitist perspectives of the military. [1, p. 42] And like the "elitist" qualities of the military ethic the stress on authority is reinforced by recruitment and selection. Those already

favoring a military environment are those likely to be recruited or selected. Thus, the "military mind" is reinforced by those who are attracted because they already generally favor the military ethic.

As in most institutions the ethic suffers because, through the organization process, it has been carried to an extreme. It is not the necessary order, structure and authority which speaks poorly of the military but the extremes of these qualities. Ackley describes the extreme well when he explains "the crushing weight of technology" and the "fascination for the concrete." Order, structure and authority reach their nadir when they result in "endless paper forms which seem in league to swamp time and the very inclination to think."

[2, p. 190-191] The habitual process of the institution too often reduces order and structure to unnecessary discipline, rules and routines - promulgated not for any necessity but to fill the void created by previous rules and routines.

Janowitz has offered some hope. As early as 1960 he credited the military with "a shift from authoritarian domination to greater reliance on manipulation, persuasion and group consensus." [50, p. 8] Twelve years later Abrahamsson supported this finding and emphasized the increasing trend toward manipulative command. He credits the emerging military emphasis on managerial skills for this trend. [1, p. 79]

F. PERSONAL RESPONSIBILITY AND COHESION

Professional and organizational solidarity has been a continued theme of Janowitz's view of military sociology. In The New Military (1964) he assesses the capacity of the military to adopt or resist change as largely due to group solidarity. [51, p. 23] This solidarity occurs because of professional and personal identity with organizational goals and actions and is subsequently reinforced by peer pressure. And, as explained in previous sections of this chapter, many of the organizational dynamics support this solidarity and resistance to change.

The naval officer feels personally responsible for goals and actions in an organization which has continually reminded him of his position as a commander and a manager. His professional anxiety is aroused by his feelings of closeness with the fellow members of his unit or organization. One form of this professional anxiety is peer pressure levied across unit boundaries to ignore or disclaim any challenges to organization goals and actions. Another form is the tendency by members of a particular unit to disclaim these injustices because they fear the loss of the hard won solidarity and cohesion.

G. THE PROFESSION OF ARMS

Previous sections of this chapter have dealt with the characteristics of the military institution and their impact

on the naval officer. Those characteristics form the outline of the organization but what of the subculture that is developed by the interaction of men with the institution? What characterizes the milieu in which officers perform their duties? Many of the characteristics from previous sections are found in all large organizations. This section will discuss those characteristics particularly formed within the profession of arms, a profession whose reason for existence is the management of the potential for violence.

The development of the subculture of the profession can be studied by examination of Ackley's three stands of American military tradition. [2, p. 88-103] Technicism, the first of the strands, is deeply rooted in Navy tradition and stood, for much of our history, as the one sustainer of service existence. Technicism, however, has often served to divide the service into those who perceived advancing technology as a challenge and those who perceived it as a threat. To the latter category it is a threat to the spirit. To quote Ackley, "The nostalgia of many old-timers for the quieter days of yore is more than the regret of having to relinquish the reins of power. It is an uneasiness with the perpetual acceleration of technicism . . ." [2, p. 92]

In the Navy there are three pertinent reactions to technicism. Some welcome the growth of sociology and management within the Navy as an escape from technicism while some see it as a valuable control of the growth of technology. A

third group has no use for the recent sciences of management and sociology. This group prefers to structure and direct the Navy based solely on the demands of the state of technological development.

Popularism has been another strong force in military tradition. Since President Jackson sought the amalgamation of the military with society the relationship of the soldier and his training to his civilian counterpart has been an issue. The attitude of acceptance of civilians toward the military which emerged in the 1950's and early sixties was slowed and soured by the Vietnam War. The targets of criticism were not only the military but those civilian leaders who were closely related with military policy and even the execution of military operations. Since My Lai, the violent reactions have subsided but some authors say an even more dangerous separation of the society and its military has occurred. These people view the all volunteer concept during this period of a powerful military with great alarm. It may not deserve this emphasis but Ackley says, "At the very least such a radical change could have the effect of making permanent the chasm once again opening between the military and its parent society." [2, p. 98-99]

The professional officer, much maligned by many civilians for his "involvement" in Vietnam, may view this separation with relief. A sense of challenge may arise within many to be left alone to rebuild the military image, to make the all

volunteer force into a model of military proficiency with which society is content. But perhaps the greater challenge is to lead in treating not only many of the ills of the military but in so doing to show the civilian populace what can be done to modernize society. The leaders of the military have paved the way for the realization of the rewards of this challenge. It now falls upon the middle managers to decide which path to take.

At the heart of professionalism, the third strand of tradition, stands four tenets which constitute the military ethic. [2, p. 102-103] This ethic is reflected in the professional view of war, man, politics and power. The naval officer is infused with these views as his career progresses. His reactions to all situations reflect these professional ethics:

War is a science and the exclusive province of the military. Civilians are left the less heroic tasks of administration.

Man is smaller and less worthy than the societies and causes he serves. Individualism is scorned.

Politics are renounced. It is not the place of the military to involve itself in politics. Once national policy is made the military will ensure its execution.

Power is superior to commercialism. The virtue of the military is the guiding light for a society which has lost its way among the myriad causes.

These are the extreme or "pure" military views but they make their point. An institution whose tradition is based on

these values and whose tradition is strong is not immediately transformed into a role of social advocacy and involvement.

Of course, all officers do not assimilate military ethics to the same degree. Assimilation depends on background and training, particularly the latter. Officer candidates undergoing more lengthy and intense training prior to commission demonstrate a higher degree of Navy culture assimilation than do those whose route to commission is of shorter duration or less intense. There is also strong correlation between this assimilation and opportunities for long and successful careers. For all but the most senior ranks this correlation holds. The very senior officers of the services tend to be less authoritarian and dogmatic in their outlooks and to have greater perspective and a reputation for innovation. [60, p. 44]

The military profession directed by politicians, led by innovators and heroes and managed by those infused with tradition and the military ethic, tends toward a distinct managerial style. In 1960, Janowitz saw a marked change in military managers. He described the change as moving from "traditionalism" to "initiative and continuous innovation." [50, p. 13] Kurt Lang further modified and refined Janowitz's description of the military mind as one committed to "trend-thinking" and "a tendency for innovation to occur at the margins." [60, p. 61] It is the tendency of the military to refine systems already in existence, to modify existing weapons systems or to design systems exactly to preconceived

specifications. Discipline and obedience have often been accused of overcoming originality and real innovation. The drive of technicism and the "machine mentality" tend to create only what can be incorporated into the existing process.

Military managers have often overcome this tendency to "trend-think" but the current emphasis on management has brought with it a new danger. Janowitz applauded the rational control which is the aim of modern management but foresaw that "there is a point at which military management can become over concerned with an ideological effort to impose order and its managerial practices cease to be devices for solving specific organizational problems. This creates a new danger: old-fashioned military rituals can be supplanted by a modernized cult of scientific management." [51, p. 78]

And under this influence principles become dogmas and many of the profession become disillusioned. Janowitz cites findings which "reaffirm the conclusion that to the extent that the military develops overritualized forms and fails to employ effectively its officers, to that extent it weakens professional attachment." [51, p. 27]

The characteristics outlined in this chapter are those which give the military its strength - and many of its weaknesses. The effort of race relations education has been undertaken in a time when these forces are not only strong but are under close scrutiny by the parent society. In subsequent chapters the educational process and the programs which constitute the present effort will be examined. In the final

chapter the educational process and programs will be placed in the environment just described to summarize the results and make proposals for future direction.

III. THE EDUCATIONAL PROCESS

A. INTRODUCTION

To treat appropriately the education of the naval officer we must look at all factors of the educational process which influence goal achievement. Having examined in Chapter I the military environment in which the naval officer is subjected to race relations education we will now examine the educational process.

The first critical step in the examination of any educational process is the determination of the goals and objectives. The goals and objectives of the Navy's race relations education effort have been repeatedly stated and have been the source of considerable discussion and the target of some criticism. An attempt will be made in the beginning of this Chapter to clarify the goals and to relate them to educational objectives. These objectives will then be studied to provide some insight into the relationship between cognitive and affective behavior and learning results.

At the time of writing this study the Navy is revising its instructions and directives on race relations education. These revised instructions will reflect the transition of the current program and the revision of the program elements. The latter are covered in Chapter III. The instructions presently being

revised are not expected to alter the original Department of Defense intent regarding equal opportunity and race relations education.

In the second section of this Chapter a few learning considerations will be reviewed. A stimulus-response outline will be developed and those principles necessary to a basic understanding of cognitive and affective learning will be briefly discussed. Learning is presented at this juncture to provide a smooth transition from program goals and objectives to eventual performance and goal achievement.

The third factor in this transition will be an examination of the effect of motivation on the educational process. It must be recognized that the organization sets goals and objectives and the individual perceives rewards and values. The educational process is successful only if the organization and the individual are satisfied. Section three of this chapter will attempt to provide some insight into motivation of naval officers in an education environment.

This chapter will synthesize the aforementioned factors and their impact on education of the naval officer. The elements of learning are often misunderstood and motivation is itself a much used word which too often is given a mythical quality and is used as a final grasp by leaders who have lost sight of the realities. This chapter will attempt to gather for analysis the scattered fundamentals of learning and motivation.

GOALS AND OBJECTIVES

1. The Recent History

The recent history of the Navy's program of race relations education began with the issuance of the Department of Defense Human Goals Credo on 18 August 1969. (See Appendix A) The credo outlines goals of: recognition of and respect for the individual, a well trained military force, increased effectiveness of a career in defense and pride in the military profession. To achieve these goals the credo states the following objectives:

- (1) to attract qualified people,
- (2) to provide equal opportunity of advancement for these people,
- (3) to make the Department of Defense a model of equal opportunity,
- (4) To help each departing service member adjust to civilian life, and
- (5) to contribute to the improvement of our society by better utilization of all resources while maintaining performance of the primary mission.

On 19 January 1971 the Chief of Naval Operations established the Ad Hoc CNO Advisory Committee for Race Relations and Minority Affairs. This committee responded by letter on 19 February 1971. In this letter was a charter which included a pledge to maximize "our efforts to improve race relations and make equal opportunity in the Navy a reality." The charter also stated that, "It must be affirmed, further, that the Navy will be guided by the principle that the individual has dignity and worth." The committee concluded the

A. An Education Program in Race Relations will be conducted on a continuing basis for all Armed Forces personnel in the effort to improve and achieve equal opportunity within the Department of Defense in keeping with the Human Goals proclaimed on August 18, 1969, and to eliminate and prevent racial tensions, unrest, and violence. As used herein race relations encompasses the interaction between all Armed Forces personnel including all persons belonging to the majority and minority groups. This program will be under the guidance of the Assistant Secretary of Defense (Manpower and Reserve Affairs).

B. Military commanders will be alert to the continuing need for promoting racial harmony through education and other leadership activities.

In the concluding sections concerning organizational responsibility this directive asked the Secretaries of the Military Departments to "assure that Military Commanders conduct such additional education activities as considered necessary to maintain racial harmony." The current directive of the same subject and number was reissued on 6 August 1973 with the same guidance and direction and with an expanded scope to cover all DOD personnel.

On 9 July 1971 via Sec Nav Instruction 5350.10A the Secretary of the Navy recognized racial discrimination and polarization within the services and committed the Navy to "a program of aggressive action to achieve equal opportunity . . ."

The Secretary of the Navy issued on 5 September 1973 the Department of the Navy Manual on Equal Opportunity and Treatment of Military Personnel. This manual was promulgated by Sec Nav Inst 5350.6B which superseded Sec Nav Inst 5350.6A of 28 April 1969. The manual includes five goals and the objectives of each goal which, except for minor changes, are those which were promulgated by the CNO in March 1971

(Appendix B). Objective III. B., upon which the CNO based his tasking for race relations education, was identical to that promulgated by the CNO's committee in 1971.

On 6 August 1973 the Chief of Naval Operations promulgated OPNAV INST 1500.42 on the subject of Navy race relations education. Paragraph 4 of this instruction stated the goals.

4. Goals. A minimum race relations education goal of 18 hours per year has been set for each Navy man and woman. In the initial Navy-wide Race Relations Education Program this goal is to be achieved through a program of seminars designed to assist commands in:

a. Gaining awareness of the current state of race relations among the various ethnic groups represented.

b. Developing commitments to eliminate both personal and institutional racism from the Navy.

c. Designing and prosecuting command-originated Affirmative Action Plans to eliminate institutional racism and discrimination.

This juncture in the recent history of race relations education is important because it relates specific goals to the education process itself. Prior to this instruction the goals and objectives had been stated in terms of outcomes to be assisted by the educational process. The goals and objectives stated in August 1973 were those specifically attributed to the process itself.

This instruction also outlined the education program and its interrelated elements. Relevant portions of these are quoted below to obtain an idea of the program design and objectives of specific elements within the program.

NAVY RACE RELATIONS EDUCATION PROGRAM COMPONENTS

The Race Relations Education Program consists of several interrelated programs, targeting specific populations within the chain of command, as follows:

a. Flag Seminars. A race relations education program for flag officers, designed to assist them in increasing their awareness of personal and institutional racism in the Navy and in commitment to the development of action plans at the highest levels of command. Flag Seminars are 20 hours long and are conducted by specially trained personnel.

b. Executive Seminars. A race relations education program for personnel in upper management, command and executive levels designed to assist commands in: Problem identification, recognition, and acceptance; self-examination of local race relations conditions as revealed by a Racial Inventory; and the design of Command Affirmative Action Plans . . . Executive Seminars are 3 days long and . . . are conducted only by specially trained and certified personnel.

c. UPWARD Seminars. A race relations education program for personnel in middle management levels, junior officers and enlisted personnel. UPWARD (Understanding Personal Worth and Racial Dignity) addresses racial attitudes, presumptions, and prejudices, both individual and institutional . . . UPWARD is designed for approximately 20 hours of classroom training . . . UPWARD Seminars are conducted by specially trained personnel.

d. Race Relations Education and Training in Formal Schools. Modular multilevel race relations education programs are conducted at many training activities . . . Formal race relations education is provided at all enlisted and officer accession points and at fleet training activities and technical and professional schools longer than 20 weeks. The program format and content are varied as appropriate to the student or trainee population at each training activity.

e. Local Command Programs

(1) General Military Training Programs . . . The race relations education portions provide models for local command use.

(2) Independent Programs. Many commands with skilled or semi-skilled trainer personnel have embarked on unofficial local programs in an attempt to eliminate local manifestations of racism.

As noted in the introduction many of the current OPNAV instructions are being revised. OPNAV INST 1500.42 is one of these. OPNAV INST 1500.42A is expected to reflect the goals and program components of Phase II. It is not expected that the requirement for race relations education for officers nor race relations training at the individual command level will be deleted. In any case inclusion of the above goals and components is necessary for the historical development of program goals and objectives.

The CNO next issued the Navy Human Goals Education Program Training Plan (OP NAV Instruction 1543.48 of 11 Sept. 1973). This plan states in detail the requirements of the program itself and the purpose and objective of the various elements of the program. See Appendix C for detailed purpose and objectives of the elements concerning officer education.

This plan outlines all race relations education. All officer race relations education is addressed by: officer source schools, officer indoctrination schools, a leadership and management training for officers course, Destroyer and Submarine Schools, PCO/PXO courses, Racial Awareness Facilitator Training (RAFT) courses, Human Resource Management School, Navy Race Relations School, The Naval War College and Naval Postgraduate School.

Some excerpts from the goals and objectives of the plan are quoted here for purposes of continuity.

For the plan itself:

Improved image of the Navy as a professional organization that recognizes the worth and dignity of individuals and their families.

. . . creates an awareness of personal and institutional racism and promotes equal opportunity through the development of systematic solutions to problems. It promotes understanding of individual, group and organization behavior and change as they relate to line management and leadership in the Navy, emphasizing strategies for the optimum development and management of Navy Human Resources.

Officer Source Schools and Officer Indoctrination Schools:

. . . will be able to extrapolate from existing theory those elements which are pertinent to the processes of interpersonal communications, human motivation, value and norm formation, and group and organizational dynamics and behavior.

Leadership and Management Training for Officers Course and Destroyer/Submarine School:

. . . to provide current technical education in these areas as well as practical skill development and application. . .

Be able to recognize the elements of his own behavior and the behavior of others as they effect inter-personal, inter-cultural, and inter-racial relationships; be able to utilize various forms of feedback data to modify his behavior to achieve more effective relationships.

Be able to demonstrate awareness of different personal values and increased acceptance of people with those different values.

PCO/PXO Course:

. . . to execute more effectively his command or administrative responsibilities in the areas of race relations . . .

Racial Awareness Facilitator Training (RAFT) Course:

Define personal prejudice and its manifestations.

Demonstrate anti-racist behavior in role playing and simulation situations.

Navy Race Relations school:

. . . demonstrate personal and professional awareness of the manifestations of institutional racism within the Navy and to establish personal pro-action steps to resolve such problems.

Demonstrate observable anti-racist behavior in all interpersonal and organizational relations.

As can be seen from Appendix C the purposes and objectives stated here are only a small sample of those contained in the various courses. From this small sample it is obvious that the Navy's specific goals and objectives run from recognition of facts to awareness to behavior modification.

That behavior modification is an important part of the Navy's program of race relations education was reaffirmed in the Navy Human Goals Plan (OP NAV Inst 5300.6A) which was published on 13 December 1973. This plan identifies race relations education programs as part of the Equal Opportunity Plan. It further provides for their accomplishment through flag, executive and UPWARD seminars and Navy Equal Opportunity/Race Relations Programs.

In this plan the Navy's Human Goals Objectives are restated as:

To insure that the personnel of the Navy at every level of command are informed and understand the Human Goals Credo and its importance as a basic tenet of Navy life;

To implement leadership and management improvement programs at every level in the chain of command to achieve increased command excellence through the most effective utilization of human and physical resources;

To ensure equal opportunity in the Navy by making prejudice of any kind an unacceptable practice and to identify and eliminate individual and institutional racism;

To reemphasize the important role of middle management in implementing policy and in giving strength to the chain of command;

To ensure that Navy units operate as a positive and effective instrument of overseas diplomacy and that individual Navy personnel and their families live and work productively and with satisfaction in an overseas environment;

To eliminate the abuse of drugs and alcohol in the Navy through education and action programs;

To help all Navy personnel leaving the service to re-adjust to civilian life;

To attract to and retain in the Navy people with ability, dedication, and the capacity for growth.

And the race relations education program purpose includes ". . . while developing attitudes which facilitate demonstrative anti-discriminatory behavior."

It is expected that "as a result of the race relations education experience, the individual will: ... Have significant insight into personal values and attitudes to modify or amplify appropriate behavior."

In a Bureau of Naval Personnel Race Relations Education Point Paper dated 4 February 1974 and issued from Pers-6c11 the design of race relations education was described in four basic steps: accession training, preparatory training for fleet operations, operational unit training and advanced training following operational tours. The program is described as ". . . using learning to produce command action for the eradication of overt and covert racism." This point paper further states the goals for race relations education:

The Navy's goals in improving racial understanding through race relations education are two fold:

a. Confront and eliminate personal and institutional racism, bigotry and inequality wherever it is found; and

b. Create a Navy which is, in spirit and in truth, an organization of equal opportunity which every Navyman and Navywoman succeeds or fails solely on the basis of ability and performance with no unequal barriers to a fulfilling Navy life.

These thoughts leave little doubt that the Navy's aim is not only to educate its officers to understand the fundamentals and dynamics of racial interaction but in fact to educate them to achieve behavior modification. That this is in fact the goal of race relations education was reaffirmed in the most recent directive on the subject, The Navy Equal Opportunity Manual (OP NAV INST 5354.1 of 19 May 1974). The purpose of the efforts delineated therein are "to promote understanding and acceptance of cultural differences so that past discrimination is eliminated and the worth of the individual becomes the focal point as a continuing reality in the Navy."

This manual again restates the goals and objectives of equal opportunity of which race relations education is a part. (See Appendix D). These goals and objectives are only slightly different from those previously stated and still contain the essential considerations upon which the race relations education program has been based since its inception.

2. The Cognitive and Affective Educational Domains

Having outlined the goals and objectives of the Navy's program of race relations education it is now appropriate that they be correlated with the cognitive and affective

educational domains. This will be done to facilitate the investigation of their impact on the learning and motivational aspects of education to be examined in subsequent chapters.

Krathwohl, Bloom and Masia in their Taxonomy of Educational Objectives defined three domains of the taxonomy. [59, p. 6-7] These definitions are quoted below:

1. Cognitive: Objectives which emphasize remembering or reproducing something which has presumably been learned, as well as objectives which involve the solving of some intellectual task for which the individual has to determine the essential problem and then reorder given material or combine it with ideas, methods, or procedures previously learned. Cognitive objectives vary from simple recall of material learned to highly original and creative ways of combining and synthesizing new ideas and materials. We found that the largest proportion of educational objectives fell into this domain.

2. Affective: Objectives which emphasize a feeling tone, an emotion, or a degree of acceptance or rejection. Affective objectives vary from simple attention to selected phenomena to complex but internally consistent qualities of character and conscience. We found a large number of such objectives in the literature expressed as interests, attitudes, appreciations, values, and emotional sets or biases.

3. Psychomotor: Objectives which emphasize some muscular or motor skill, some manipulation of material and objects, or some act which requires a neuromuscular co-ordination. We found few such objectives in the literature. When found, they were most frequently related to handwriting and speech and to physical education, trade, and technical courses.

The goals and objectives of the race relations education program can be studied in terms of educational objective domains. Doing this has several advantages: it allows a common basis for discussion, it provides for a rough classification of educational techniques and it allows discussion of learning results as they pertain to a particular program.

It should be emphasized that there is no magic to this classification of educational objectives and that once done the classification does not provide any final answers. It merely serves the purpose of clarification and better understanding.

The objectives of the Navy's race relations education program fall into either the cognitive or the affective domain. If any of our courses attempt to educate in the psychomotor domain, such education is a by-product of an overriding objective which lies in the cognitive or affective domain. As can be seen from Appendix C the majority of objectives are concerned with problem solving, understanding, methodology, evaluation or relating of learned values. These objectives fall neatly into the cognitive domain. Those objectives which involve "elimination of bigotry" or "modification of behavior" would fall more readily into the affective domain.

To assist in understanding and in discussion of the cognitive and affective objectives reference is made to Appendix E, an outline of Krathwohl's classification scheme of the cognitive and affective domains. This outline shows progression from the lowest to the highest degree. A complete condensed classification can be found in Krathwohl, pages 176-193.[59]

An important consideration in study of the cognitive and affective domains is the effect that each has on the learning which may occur in the other domain. If a person is unable to respond affectively in the specific learning environment he will be unable to realize his full cognitive capability

to learn. This dampening effect can be severe if anxiety has occurred to the degree that the student has blocked all reception to the cognitive. A beneficial effect can also occur if the student's affective reaction is positive, thus enhancing the cognitive learning process. The consequences of this mutual effect will be discussed in Chapter IV.

A similar but methodologically different process allows the cognitive to effect the affective. Cognitive learning if reinforced can result in affective learning. Thus, a particular cognitive process can have a beneficial or a detrimental effect on the affective objective.

One difficulty which often clouds the issue of evaluation of the educational process is the difficulty of evaluating the affective process. The cognitive objective can be easily tested for. This is the basis upon which most of our educational institutions design and evaluate their curricula. The affective objectives on the other hand are much more difficult to evaluate because reliable, standard testing procedures for the affective domain have not been developed. And a detriment to reliability in such tests is the ability of the student being tested to reflect cognitive results when being tested for behavioral or affective changes. The student says what he has learned to be a proper response. Or he plays a role which he has learned as appropriate for the situation. These attempts are sometimes easily recognized when they occur in the daily environment but are more difficult to detect when they occur in post-testing.

Another difficulty detected in those courses which educate for affective changes is the erosion of affective objectives. Krathwohl says that educational programs if they are followed over a period of time tend to drop the affective objectives in favor of cognitive. One reason is the difficulty of testing discussed above. Another similar reason is the grading or evaluating procedure. Krathwohl says that while achievement and productivity are regarded as public matters, it is another matter to grade or evaluate another person's beliefs, attitudes and values. [59, p. 15-19]

Erosion is also caused by the slow attainment of affective objectives. We can teach cognitive matters in a relatively short period but often affective objectives are realized over a longer period. This area of study is not clear since some feel that affective behaviors undergo sudden transformations. It is accepted, however, that cognitive objectives can be realized over a more regular and predictable time period than can affective objectives. [59, p. 19]

An important consideration of the relationship between affective and cognitive objectives is the impact of the learning experience. Krathwohl allows for three results of the learning experience: (1) a high level of cognitive achievement and a distaste for the subject, (2) a high level of cognitive achievement and a great interest in the subject, and (3) a low level of cognitive achievement and a high degree of interest in the subject. [59, p. 86] Learning and its impact on achievement of these objectives will be discussed in the next section.

C. LEARNING CONSIDERATIONS

1. Learning Defined

Countless works have been written on the subject of learning. J. B. Watson and E. C. Tolman were early writers on behavior. B. F. Skinner did early research in behavior, response and reinforcement. I. P. Pavlov and later Clark Hull studied and wrote on the elements of conditioning. O. H. Mowrer has done recent work on the stimulus. These are only a few of the well known names. The list of the well known and others is virtually endless. Each author has approached the subject from a different perspective and each has included different elements of the learning process in order to treat his particular sub-topic or to illuminate his particular area of interest. It is the intent of this section to combine a few of the acceptable theories of learning and to draw from them only those few basic learning considerations which pertain directly to race relations education. The purpose of including learning considerations in this paper is to provide a smooth transition from stated organization and program objectives to realization of these objectives through the educational process. If the basic outline given here seems somewhat detached from student results and performance it is done intentionally. Though rewards and motivation are necessarily mentioned in several places in this section it is not the intent here to pursue them further. This section is an outline of the barest learning considerations upon which

we can build to provide a complete picture of Navy race relations education and upon which we can structure proper approaches to goal achievement.

It has been previously noted that the preponderance of the Navy's program objectives lie in the cognitive area while only isolated objectives deal directly with the affective. But the complications and difficulties encountered in the Navy's effort in race relations education occur primarily because of a lack of consideration of affect learning. For this reason this section will outline basic learning and concentrate on those considerations which impact in the affective domain.

Frank Logan in Fundamentals of Learning and Motivation defines learning as "a relatively permanent process resulting from practice and reflected in a change in performance." [63, p. 2] Edward Walker in Conditioning and Instrumental Learning offers a simple definition: "a change in performance that occurs as a result of experience," [109, p. 1] then goes on to offer a more complete definition: "Learning is a change in performance that occurs as a result of experience and is not attributable to maturation, fatigue, motivation, changes in the stimulus situation or to other identifiable nonlearning factors." [109, p. 3] In his Conditions of Learning, Robert Gagne says, "The kind of change called learning exhibits itself as a change in behavior, and the inference of learning is made by comparing what behavior was possible before the individual

was placed in a 'learning situation' and what behavior can be exhibited after such treatment." [32, p. 3]

These authors describe learning as a change in performance or behavior. As Walker points out, learning is a change that occurs not as a result of maturation, motivation or changes in the stimulus situation. Too often learning is attributable to these factors, which are allowed to cloud the issue of individual response to a stimulus. A more effective education program (one in which individual behavior is in accord with institution goals) can be developed if learning is separated from situation, motivation and attitude.

Gagne lists only three elements of the learning event:

- (1) the learner - the human being
- (2) the stimulus - the events that stimulate the learner's senses
- (3) the response - the action or performance [32, p. 4-5]

The complexities of the involvement of these three simple elements are apparently endless but they are based on an association by the learner of a response to a stimulus.

Another useful tool in understanding learning is Gagne's four phases of the learning sequence:

- (1) Apprehending - the stimulation is registered
- (2) Acquisition - the capability has been acquired and the learner can execute the performance
- (3) Storage - retention in memory
- (4) Retrieval - recall of the acquired and stored entity which results in performance [32, p. 71-78]

In the simple stimulus-response (S-R) approach to learning two side-effects should be noted. There can occur satiation of either the stimulus or response. This satiation results in reduced tendency to respond. A stimulus can become temporarily unattractive or boredom can occur if a response is repeated too often. The second interesting effect is that from the constant bombardment by stimuli our senses attend only to a select number of these. Some are beyond the capability of our senses to receive and others are selectively not responded to.

2. Reinforcement

Necessary to a basic understanding of learning is a definition of reinforcement. Reinforcement occurs both positively and negatively. Because it deals with reward, the principle of reinforcement also allows us to tie together learning and motivation. The general principle of positive reinforcement is that when a response is followed by a reward the tendency of that response to occur in the future is increased. Of course, the amount and delay of reward are important factors. It is further accepted that the reward does not have to be produced by the response to be effective. [63, p. 74)

Negative reinforcement occurs when a response is followed by the reduction in an aversive state resulting in an increased tendency of the response to occur in the future.

3. Anticipatory Response

From this simple model of S-R we can move into variations and principles which can be directly applied to Navy race relations education. One of the most important principles is that of the anticipatory response. This principle of learning is discussed by Logan as a conditioned response and by Gagne as signal learning. Gagne says that two forms of stimulation must occur for this principle to be observed: "(1) the stimulus producing a generalized reaction of the sort one is interested in establishing, and (2) the stimulus providing the signal." [32, p. 36-37] Authors generally agree that this type of response or conditioning is cumulative, with each occurrence building on previous similar experiences until the response can become quite strong.

4. Generalization

Another principle which occurs in conditioned responses is that of generalization. Generalization occurs when similar stimuli elicit the same response. This principle is learned by man because it assists him in making future responses since no two stimuli are identical. Man tends to make responses similar to those practiced. Logan says, "The most fundamental principles involved in understanding interpersonal relations are classical conditioning and generalization; emotional responses become conditioned to people as stimuli and generalize to similar people." [63, p. 129]

Generalization is increased by the variability of reward or reinforcement and the inclusion of ineffective

punishment. Punishment of a response increases the amount of generalization unless that punishment is successful in eliminating the behavior.

Two factors tend to decrease generalization. The first of these is the amount of reward given during acquisition of a response. Large rewards lead to more vigorous performance and learning is more specific as a result. Secondly, extended training tends to decrease generalization. For this to occur, however, training must be rewarded beyond the point at which there is further improvement in performance.

5. Discrimination

Another principle which lies at the heart of race relations education is discrimination, as a type of learning. Gagne classifies discrimination as one of the eight types of learning. Discrimination is important because it is this learning process which counterbalances the adaptive principle of generalization. Logan says discrimination occurs when "somewhat similar stimuli encounter differential reinforcement so that responding to them identically is not adaptive." [63, p. 134] The performance of one response is more adaptive than the performance of another. The key to discrimination learning, according to Gagne is that "In order to acquire multiple discriminations that identify all of them, the individual must first acquire a distinctive set of S's-R's that differentiate the stimuli and set off chains leading to the responses. . . ." [32, p. 49]

Two significant factors effect discrimination occurrence. The more similar the stimuli, the greater the generalization or the less discrimination occurs. Nondifferential reinforcement also retards discrimination.

In Logan's "Summary of Factors Which Affect Discrimination Learning," he speaks directly to race relations education:

It is intuitively obvious and is experimentally demonstrable that organisms can tell the difference between stimuli even when they are sufficiently similar that generalization between them occurs. How fine a discrimination an organism can learn and how rapidly he learns it however, depend only partly upon factors in the situation itself such as the similarity of the stimuli and reward conditions. They also depend importantly upon the past experiences of the organism in question. Let us review the effects of these experiences in the context of racial prejudice against the Negro.

In this case, generalization is based on the color of the skin. The occurrence of such generalization is normal, natural and inevitable. At the same time, the generalization is inappropriate, since skin color is known not to be a perfect predictor of behavioral traits and each person should be evaluated individually. We first noted that prior nondifferential reinforcement retards subsequent discrimination learning. In this context, then, an individual who is early exposed to various Negroes whose behavioral traits are, in fact, quite similar and undesirable to him, will have more difficulty later learning to discriminate between Negroes on the basis of characteristics other than skin color than the person who has early learned such discriminations. We have noted that learned discriminations transpose to new situations on the basis of the relative relationship between the early stimuli. Thus, a person who has first learned that a somewhat darker person is less acceptable or more unacceptable than a somewhat lighter person will later transpose this relationship so that the darker the skin, the worse he will assume the person to be. We have observed that difficult discriminations are most readily formed by first learning easier discriminations involving the same dimensions. Hence, to facilitate learning to discriminate among Negroes whose skin color make them inevitably highly similar, exposure to people whose other physical traits are

highly dissimilar would lead to transfer to more difficult discriminations among more similar people. And we have seen that organisms can learn to learn discriminations as a result simply of learning a large number of problems of that type. Accordingly, explicit training in discriminating people on the basis of traits and features other than skin color should facilitate later discrimination among members of the same race. [63, p. 141]

Another but distinct form of discrimination which plays a key role in adult education is learning to learn. This process starts with simple discrimination and builds in a graduated series of discriminations until the moderately educated adult has formulated a few simple steps to what would otherwise be a complicated process. In the education of naval officers we must be aware that the average student has adapted well to this process.

6. Habit

One form of conditioning is habit. Habit occurs as a result of generalization to similar stimuli. All learned associations, desirable and undesirable, are properly called habits. In the application of technique to control habit Logan says,

Habits may be developed simply by responding; they do not need to be rewarded explicitly nor is anything else necessary save that they occur. Conversely, habits are 'broken' simply by not making the response; they don't have to be punished explicitly. [63, p. 143]

How do we change habit or modify behavior? Habit is learned association. And learning, returning to Logan's earlier definition, is a relatively permanent process. There are three ways however that habits may be affected: extinction, counterconditioning and punishment.

Extinction occurs when responses are eliminated as a result of nonreinforcement. Extinction occurs more rapidly if the nonreinforced experiences occur in rapid succession. Habit remains and recovery will occur but highly massed trials are more effective than individual trials spread over a period of time. Extinction is also more rapid to a different stimulus than to the original stimulus.

Counterconditioning provides a double blow to habit. Not only is the original response not reinforced but a different response is introduced. This new response is incompatible with the old response. So repeated new responses lead to extinction of the old and reinforcement of the new. Counterconditioning is important in application because motivation must be considered. The alternative response must not only serve to counter the existing habit but must also satisfy the needs of the organism.

Punishment, says Logan, remains the most widespread practice in eliminating responses. Both negative and positive punishment occur. The negative involves termination of a reward. Positive punishment is the occurrence of an aversive event. Intensity, delay and quality of punishment are important. Punishment is further important because it has particular significance in motivational considerations involving approach and avoidance tendencies. These will be discussed in the final section of this chapter.

Beginning with stimulus, response and reinforcement, we have developed a simple outline of learning. Once the

acquired capability has been retrieved and performance results there can occur many interesting S-R combinations and processes. Some of these principles which pertain directly to race relations education have been briefly identified. In the final section of this chapter learning will be combined with motivation to provide a more complete picture of the educational process at work.

D. MOTIVATION

1. Motivation Defined

Motivation of the naval officer in an education environment is, like learning itself, a complex topic. An additional difficulty is that motivation is not as easily, nor as readily, defined as is learning. A further complication is that the subject of motivation is often discussed in the midst of a confusing mass of terminology which may do as much to confuse the issue as to illuminate.

In this final section on the educational process motivation will be defined as concisely as possible and will be outlined in terms of learning and performance. Once this is done motivation will be discussed in relation to attitude and some of the similar terms which often confuse. Finally, this section will discuss rewards and some of the known research on rewards which may hold answers for race relations education.

Why motivation? If there is one definition of, or place for, motivation it is as the indispensable link between

learning and performance. [23, p. 211 and 63, p. 152] And the goal of the entire equal opportunity/race relations effort is performance. As mentioned above a concise definition of motivation is not readily extracted from the many texts on the subject but a few are offered. In 1943 Clark Hull said, "By common usage the initiation of learned, or habitual, patterns of movement or behavior is called motivation." [39, p. 226] In his 1964 book, An Introduction to Motivation, John Atkinson scrupulously avoided a definition until the closing pages before saying,

The term has no fixed technical meaning in contemporary psychology. It is often used in reference to the conscious feeling of desire and the whole complex of ideas and feelings which together seem to constitute the conscious antecedents of behavior according to traditional wisdom. Just as often, 'motivation' is used to refer to the unconscious determinants of behavior which Freud emphasized, to the purposive characteristics of overt behavior which Tolman identified as an empirical problem in its own right, to a coherent theoretical account of the contemporaneous determinants of action like the Lewinian scheme or Hull's principle of performance, or to some particular variable in a particular theoretical conception of the contemporaneous determinants of the impulse to action--for example, as a synonym for drive in S-R behavior theory. [5, p. 273]

Hopefully, in the course of this chapter the place of motivation in the learning-performance chain will be made clearer. Without going into an in-depth analysis of historical theory and background it can be said that motivation theory has, until recently, consisted of basically two schools. One of these is the Drive X Habit theorists led by Hull and the other is the Expectancy X Value group led by Lewin and Tolman. Atkinson, in An Introduction to Motivation (1964) and Robert

Bolles, in Theory of Motivation (1967) both give a detailed analysis of the theoretical background.

The contemporary theorists tend to combine these traditional theories and place motivation in a continuum which is pushed by drive and pulled by incentive (expectancy x value). Drive is a psychological phenomena, an internal source of energy driving the organism to do something. Most of these drives (hunger, thirst, fear, pain, sex) are based on biological needs but some may be based on curiosity. The person is motivated because he seeks to reduce these drives. Incentive motivation occurs because of the person's expectation of a reward for making a response. The presence of motivation occurs as a result of a drive or an incentive. The individual must be driven by an internal force to do something or he must be attracted into action by an incentive.

2. Primary and Secondary Motivation

Drive is divided into primary and secondary motivation. The primary drives are those which are unlearned. These are principally hunger, thirst, pain and sex. Other primary drives such as the need to breathe and eliminate wastes are of less significance to the learning process. Individual drives can be mutually compatible or incompatible and can be dominant or of a lesser consideration at a particular moment in time. They are obviously of great importance in motivation and have acquired the majority of experimental emphasis and form the basis for much of the theory. Because

of their internal nature, however, they are of less concern to this study.

Secondary motivation is those drives that have been learned or acquired. These drives are secondary in the sense that they are learned on an associative basis with the primary drives. Secondary drives are of great significance in our society since they provide the dominant source of energy for our behavior. Secondary motivation occurs when an initially neutral stimulus acquires motivating properties. Fear is a learned motivation which is derived from association with the primary drive of pain. Frustration is another secondary motivation and is produced by nonreinforcement. Logan says these secondary motivations are very similar and that training to tolerate one facilitates performance in the face of the other. [63, p. 184]

While these two drives, fear and frustration, form the basis for secondary motivation some people argue that there are positive learned drives such as honesty and courage. The counter question to this argument is are people really motivated by a drive for honesty or courage, or through a fear of the consequences of dishonesty or cowardice?

3. Incentive Motivation

Since it is learned and associated with fear and frustration, secondary motivation is of some significance to this study. But of the greatest significance is incentive motivation.

Bolles says, "An incentive theory is one which emphasizes that organisms can in some sense anticipate

reinforcement, and that such an anticipation serves in some way to facilitate instrumental behavior." [12, p. 331] Incentive theory, based on reinforcement by some reward, further states that reward affects the strength and rate of a response as well as the likelihood. Larger rewards lead to better performance but not better learning. Learning is permanent but performance can be changed significantly in either direction by changes in reward.

Incentive motivation plays a significant role in decision making. Here the concept of net incentive motivation comes into play. If a response is followed by several events the decision maker will base his choice on the net incentive - or the net reward offered by the events. Logan offers a concise but lucid description of man's performance. "Behavior is a continual progression of choice points, confronting us with stimuli among which we have learned to discriminate, requiring responses among which we have learned to differentiate, through which we run because of drive motivation, guided by incentive motivation." [63, p. 198]

4. Motivation and Performance

In the education process the role of motivation, these drives and incentives, is crucial since it is one determinant of performance. Logan (1969) best defines the position taken in this study, "Learning is viewed as a potential for behavior--as habits (or knowledge) available for execution. Motivation is the activator or energizer of these habits into actual performance." [63, p. 152] Deese and Hulse say, "If

an animal performs a particular act, it is highly probable that this is because (1) it has learned to do so and (2) it is motivated to do so." [23, p. 211] Recall that the previous section of this chapter carried the individual through the learning process. The individual is exposed to a stimulus, a response is made and learning occurs. But motivation must be present for the individual to perform.

The use of incentive and drive motivation can also be explained in terms of desired and undesired behavior. When an increase in desired behavior is desired we should concentrate on incentive motivation--a reward should be offered. When a decrease in undesired behavior is desired we should concentrate on drive motivation. And drives must be adequately satisfied.

Logan says, "If desired responses are not occurring, first be sure the habit is present and then provide incentive motivation. If undesired responses are occurring, identify the drive and let it otherwise be satisfied." [63, p. 161]

5. Motivation and Habit Strength

Before terminating the discussion of motivation and learning we should carry the process one step further and examine the effect of motivation on learning. Prior to this point we have discussed motivation in terms of its effect on performance when combined with learning. But how does motivation affect habit strength? Deese and Hulse pose this question, which is pertinent to an educational environment, and cite numerous experiments and studies which have been performed.

The results indicate that motivation affects learning in that there must be sufficient motivation to cause a response and thus cause learning. Motivation also affects learning to the extent that it determines which of the number of different available responses will be performed and thus learned. Apparently, however, habit strength itself is not a result of the effect of motivation on learning. [23, p. 212-218]

6. Attitudes

Another aspect of learning and motivation which attracts considerable attention in race relations education is attitude. Here again we encounter word usage which is often confusing. Rokeach (1966) said, "An attitude is a relatively enduring organization of beliefs about an object or situation predisposing one to respond in some preferential manner." [93, p. 228] Herbert Klausmeier defines attitude as "a learned, emotionally toned predisposition to react in a consistent way, favorable or unfavorable, toward a person, object or idea." [58, p. 254] Arthur Staats offers a broader definition in Human Learning (1964), "In its broadest sense, the study of attitudes--and other reinforcing stimuli commonly described as values in social psychology and sociology, needs and interest in personality theory and fetishes and urges in abnormal psychology, to mention a few examples--is the study of human motivation." [100, p. 292]

As Staats mentions there are a few terms we often find used when attitudes, or learned predispositions are being discussed. None are necessarily wrong but the usage of multiple

terminology is confusing. Robert Travers in Essentials of Learning (1963) separates a few of the more commonly used terms. Travers says that interests refer to matters of preference while attitudes refer to approach or avoidance of ideas and objects and values relate to broader goals. "Both interest and attitude involve the concept of rejection or acceptance, and both involve some kind of affective (feeling) response to the object involved. Attitudes and interests have much more specific objects of reference than do values." [106, p. 372]

Klausmeier develops a preference-attitude-value spectrum where he gives attitudes the middle ground in stability and significance with preferences being less stable and significant and values being always more enduring and of high significance. [58, p. 255]

Attitudes are acquired through conditioning and identification. Conditioning, through stimulus and response was discussed in the first part of this chapter in relation to anticipatory response and habit. Identification is a component of learning involving imitation of models. Albert Bandura defines identification phenomenon as "the tendency for a person to watch the behavior, attitudes, or emotional reactions as exhibited by actual or symbolized models." [100, p. 372] An exhaustive and detailed account of identification is given by Douglas Courtney in Identification and Learning (1949). [20]

The development of attitudes through conditioning and identification is a simple process to understand. Attitudes can be favorable, unfavorable or neutral. Favorable attitudes are produced if the student experiences pleasant feelings, success or rewards. Unfavorable attitudes are produced by negative rewards or feelings.

Attitudes can also be studied in terms of affective, cognitive and action components. Affective components consist primarily of positive or negative feelings. Some attitudes are quite irrational and involve little except this affective component. Cognitive components involve knowledge. These may be highly intellectualized. The action component is just that, the action. We often find little connection between the first two components and the latter. This difference creates many pitfalls for researchers who predict behavior based on an expressed attitude which may be affective or cognitive but is not action.

Attitudes play important roles in one's every day existence. Daniel Katz has articulated four functions of attitudes.

1. The adjustment or utilitarian function. Attitudes acquired to serve this function represent a means for reaching a desired goal or avoiding an undesirable goal. As such, attitudes are the intervening mechanism in the behaviorist's stimulus-response model. They are developed according to their instrumentality in achieving reward or avoiding punishment.

2. The ego-defensive function. Attitudes acquired in the service of protecting the individual's ego from his own undesirable impulses serve the ego-defensive function. Racial prejudice, for example, may often be a projection of inferiority feelings on to some visible minority, thus

conveniently providing an attitude of superiority to bolster the ego. As such, ego-defensive attitudes tend to arise from within the person as a response to his needs rather than in response to an external stimulus. Mechanisms relating to ego-defensive attitudes include rationalization, projection, and displacement.

3. The value-expressive function. These attitudes serve the function of giving positive expression to the individual's self-concept; they reflect and confirm his notion of what kind of person he is.

4. The knowledge function. Individuals acquire knowledge to provide meaning and order to what would otherwise be a conglomeration of sensations in a chaotic environment. Attitudes in the service of the knowledge function provide structure and standards for responding to what would otherwise be a host of nondifferential stimuli. [93, p. 232-233]

These attitude functions are of extreme importance in providing stability in a person's move through life. Milton Rosenberg (1960) has outlined a theory of attitude change based on stability.

1. When the affective and cognitive components of an attitude are mutually consistent, the attitude is in a stable state.

2. When these components are mutually inconsistent, to a degree that exceeds the individual's 'tolerance limit' for such inconsistency, the attitude is in an unstable state.

3. In such an unstable state the attitude will undergo reorganizing activity until one of three possible outcomes is achieved. These outcomes are: (a) rejection of the communications, or other forces, that engendered the original inconsistency between affect and cognition and thus rendered the attitude unstable, i. e., restoration of the original stable and consistent attitude; (b) 'fragmentation' of the attitude through the isolation from each other of the mutually inconsistent affective and cognitive components; (c) accommodation to the original inconsistency-producing change so that a new attitude, consistent with that change, is now stabilized, i. e., attitude change. [93, p. 237]

Klausmeier proposes additional information about the attitude object as one vehicle for attitude change. He further proposes direct contact as one means of acquiring more accurate information. In relation to direct contact he offers the following warning, "One possible difficulty in arranging direct experiences with the attitude objects is that unpleasant emotions may be experienced and unfavorable information gathered." [58, p. 270]

Returning to Katz's outline of attitude functions a functional approach to attitude change is offered. [93, p. 144]

<u>Function</u>	<u>Change Conditions</u>
Adjustment	<ol style="list-style-type: none"> 1. Need deprivation 2. Creation of new needs and new levels of aspiration 3. Shifting rewards and punishments 4. Emphasis on new and better paths for need satisfaction
Ego defense	<ol style="list-style-type: none"> 1. Removal of threats 2. Catharsis 3. Development of self-insight
Value expression	<ol style="list-style-type: none"> 1. Some degree of dissatisfaction with self 2. Greater appropriateness of new attitude for the self 3. Control of all environmental supports to undermine old values
Knowledge	<ol style="list-style-type: none"> 1. Ambiguity created by new information or change in environment 2. More meaningful information about problems

These change conditions are based primarily on:

(1) self-insight, (2) exposure to information and (3) rewards and punishment.

7. Rewards

As a closing comment on this section concerning motivation it is appropriate that a few comments be offered concerning rewards. Rewards are a key element of motivation and thus of learning and performance. They create reinforcement of habit. Rewards are the key in behavioral studies concerning approach and avoidance tendencies. Robert Mager (1968) offers a stern warning concerning subject approach and avoidance, "Once such a behavior pattern (avoidance) develops, it is unlikely that it will be reversed . . . It is for this reason that instruction that produces subject matter avoidance tendencies may very well do the student more harm than good." [65, p. 28-29]

Approach and avoidance tendencies are largely controlled through reward. Reward in the academic environment is either intrinsic or extrinsic. Bass and Vaughn (1966) deal in considerable detail with these aspects of rewards. They stress that the learning and the end results should be intrinsically related but that the typical learning situation is likely to involve both intrinsic and extrinsic rewards. They go into considerable detail on the nature and types of intrinsic and extrinsic rewards in the academic environment. [9, p. 56-67] More will be said about rewards application in Chapter IV.

In summary this chapter has traced the education process from the organizations goals, to performance by the student officer. Learning and motivation are the key

ingredients. We find learning and motivation to be more than the casual terms lightly used by the unindoctrinated. Habits, attitudes and behavior are, like people, highly complex. The challenge to our planners and educators is to extract from existing knowledge all we can concerning learning and motivation and to pursue those areas of education which hold answers, as yet unfound.

IV. THE PRESENT EFFORT

A. INTRODUCTION

The purpose of this chapter is to describe the present effort of race relations education for naval officers. Having examined the military environment and the educational process, the present program is outlined to provide a basis for the consideration of the first two chapters and to place in perspective the program components and the necessary management aspects of coordinating such a complex program.

The various program components and the administration of Phase I and Phase II of the Equal Opportunity/Race Relations Program are in a period of transition and are being changed as this paper is being written. Nonetheless it is felt that inclusion of the material in this chapter is warranted despite the obvious pitfalls of putting in writing the details of a program in transition.

The information in this chapter was compiled by document analysis, personal observation and interviews. It is not the intent of this chapter to provide a detailed analysis of

individual course content and methodology. Nor is it intended that the program components outlined in section two of this chapter be all-inclusive. The course components are described to provide a general survey of officer exposure. The majority of officer education programs are included. Some exposure such as that obtained at joint schools and that provided medical officers is omitted.

The information provided in this chapter is sufficient to outline the transition from Phase I to Phase II, discuss program components and describe the interface problems facing our managers. Chapter V will draw heavily from the outline presented here for summary and to facilitate proposals for future direction.

B. TRANSITION

The Navy's program of race relations education is in a period of transition. While the written directives and stated goals and objectives discussed in Chapter II were in effect at the time of writing, much of the individual course content and methodology is changing rapidly. Of equal importance in this period of transition is the changing Navy Equal Opportunity/Race Relations program emphasis. The Navy has labeled these first two periods of program emphasis Phase I and Phase II. Briefly stated, Phase I, which began in 1971, is based on those goals and objectives discussed in Chapter III and is designed to increase racial awareness. The primary vehicle for Phase I are the seminars discussed in Chapter III.

Many of the other training and education programs discussed later in this chapter were also initiated during Phase I. With a significant percentage of Navy personnel having been exposed to the seminars the Navy is now hastening into Phase II. This transition will take place beginning in late 1974 and will be completed during 1975.

Race Relations education during Phase II is designed to build on the awareness emphasized in Phase I. The thrust of Phase II will be equal opportunity and affirmative action plans; the latter designed by each command to combat racism and ensure equal opportunity.

Before proceeding to examine in detail the Navy's education efforts at the various schools and centers involved it is appropriate that we review Phase I and the plans for Phase II. This review is necessary because the race relations education effort and the thrust of the Navy's Human Resource Management program are inseparably linked. Race relations education is a vital part of the larger Human Resource program but more importantly it cannot be overemphasized that the failure of either effort will spell disaster for the other. Without the proper racial awareness provided by a vital race relations education program an essential part of the Human Resource program will be void. Conversely, a poorly supported or misguided Human Resource program will smother or ignore race relations education.

Phase I which began in 1971 and took its approximate present form and content in 1972-1973 has been successful

in exposing 50-75% of current Navy personnel to race relations through Flag, Executive and Upward Seminars. The other efforts, such as those programs at source schools, middle management/career development schools and specialist training facilities, have supported this effort and provided a foundation for Phase II. While the exposure attempts of Phase I have been successful they have been accompanied by unacceptable and undesirable aspects which have damaged the program and have hastened the move away from the seminars and into Phase II. These unacceptable and undesirable aspects have been both real and imagined but the perception by many naval officers of the benefits to be derived from race relations education has been clouded by the occurrence of unattractive program elements.

The early months of Phase I were marked by the abrupt thrust of attention by upper echelon commanders. This attention was necessary in many cases but nonetheless many commanders and managers felt that a more coordinated and better managed program left in the hands of individual commanding officers would have been more beneficial. The early program suffered from natural growing pains and lacked much of the necessary expertise and personnel support. In addition, there was considerable difference of opinion on the content and methodology appropriate for the race relations program. Many of the forces of military sociology and the tenets of the military ethic were met head on by the thrusts of Phase I. The resulting collision created much anxiety and instability.

Critics of the early effort cited damage to the chain of command and a lack of emphasis on mission accomplishment as two of the primary oversights of Phase I. The early seminars were criticized as breeding grounds for behavior which was counter to military discipline, and many officers criticized the perceived sensitivity training being conducted as being undesirable. [21, p. 61] Much of this strain in the early stages of Phase I was not alleviated because exposure to the program was just beginning and few of the Navy's personnel felt comfortable with the direction of the program.

In the latter stages of Phase I many of the same criticisms of the education effort are voiced but the increased exposure of personnel has allowed more first hand knowledge of the program and has decreased the number of those who voiced fears based on heresay and imagination. Perhaps the greatest benefit to the program has incurred as a result of the increased professionalism of the facilitators and instructors who conduct the present effort. And finally, as the coordination of the program and the communicator's effort within the various levels of the organization are enhanced more naval officers are able to translate awareness into personal commitment toward improved race relations aboard the Navy's commands. [103, p. 2-11]

But there are lingering inadequacies of Phase I. In addition to the expressed fears concerning discipline and a weakened chain of command, Phase I has also reached the ranks and rates within the Navy with varying effectiveness.

In addition, Phase I was successful in generating a limited number of command affirmative action plans. [103, p. vi] And the goal of equal opportunity has not been furthered to the desired degree.

Phase II will be accompanied by shifting emphasis on several fronts. For individual commands the emphasis will be on the development of affirmative action plans and the renewed pursuit of equal opportunity. The various officer source schools will be tasked with introductory programs of race relations education. The career development and middle management schools will emphasize the management aspects of human resources as well as problem solving techniques.

The specialist schools will shift their emphasis to the training and education of consultants vice facilitators. The difference in these roles is at the heart of Phase II and of vital importance to the success of the program. The graduates of Human Resource Management School, Memphis, and Defense Race Relations Institute, Patrick A. F. B., Florida, will carry the title of specialist and will be trained as consultants to command.

The objectives of Phase II are designed to quiet some of the emotions aroused during Phase I as well as open new paths to better resource management. A return to mission emphasis through management of resources and a strengthening of the chain of command are two Phase II objectives. Individual commanding officers will be allowed to seize the

initiative and make the decisions regarding specific maintenance of Phase II programs.

The maintenance of the effort during Phase II will be assisted by Equal Opportunity Specialists (EOPS) and Human Resource Management Specialists (HRMS) who will perform in a consulting role to management. The tools available to commands will be a Human Resource Availability (HRAV) conducted by Human Resource Management Centers (HRMC's). These availabilities will be scheduled by operational commanders and will be dedicated periods of climate assessment and application of human resource management practices. In addition EOPS will assist commands in assessment through utilization of Equal Opportunity Quality Indicators (EOQI) and then coordinate with the command to provide a series of tracks and workshops designed to reach all levels within the command. The coordination of HRAV's and consultant assistance is discussed in the final section of this chapter.

An oversimplified outline of Phase II consulting and command utilization as taken from the Phase II flow diagrams is: [107]

Track I - Affirmative Action Plan Revision

- (1) EOQI and data gathering and analysis
- (2) Feedback to CO
- (3) CO action

Track II - Workshops

Workshop I - Action to Counter Racism

Workshop II - Military Rights and Responsibilities

Workshop III - Cultural Expression in the Navy

Track III - Command Internal Assistance

On-going workshops conducted by training team within command.

Details of the Tracks and Workshops of Phase II are available in the Phase II Equal Opportunity Program Specialist Consultant Guide, Vol. I and Vol. II (NAVPERS 15259 and 15260, Preliminary).

Having outlined the transitional aspects of the current program and related the intended thrust of Phase II an examination will now be made of the program components.

C. THE PROGRAM COMPONENTS

This section is intended to give the reader a grasp of the various components of the Navy's race relations education program. As mentioned in the introduction, this section is not all-inclusive nor is it intended to provide a detailed analysis of content and methodology. However, the programs here do include those which provide the majority of officer exposure to race relations education and those which are itemized in the Navy Human Goals Education Program Training Plan (OPNAV INST 1543.48 of 11 September 1973).

In order to facilitate understanding of the order and intent of the race relations education effort the components outlined in this section will be presented in four functional

groupings. It is emphasized that the following functional groupings are designed for purposes internal to this study. They serve here to order the program components. In the final section of this chapter this functional grouping will serve to facilitate understanding of the problems of program interface.

The functional groupings are:

Officer Source Schools

NROTC
OCS
AOCS
OIS
OIS Chaplain
US Naval Academy

Career Development/Middle Management Schools

Surface Warfare Officer School
Leadership and Management Training Course for
Officers
Destroyer School
Submarine School
Prospective Commanding Officer/Executive Officer
Courses
Naval Postgraduate School
Naval War College

Specialist Training Schools

Human Resource Management School
Defense Race Relations Institute

Individual Command Workshops

Actions to Counter Racism Workshop
Cultural-Expression in the Navy Workshop
Military Rights and Responsibilities Workshop

1. Source Schools

The first functional group, the officer source schools, are intended to provide prospective officers with a basic awareness of race relations within the Navy. The

components included in this group and brief comments concerning race relations education offered follows.

NROTC - At present the race relations education effort is being conducted primarily on individual unit initiative at each of the 58 NROTC schools. Under the leadership of the University of Nebraska, the clearing house for the NROTC race relations program, an effort is presently under way to design and implement a uniform education effort. The target date for implementation is the 75-76 school year. One aspect of this program being considered at present is an UPWARD seminar to be given during second class summer training. The annual exposure is approximately 1000-1200 graduates per year.

OCS - The present effort consists of a 20 hour UPWARD seminar conducted by Racial Awareness Facilitators. The present annual exposure is approximately 800-900 students.

AOCS - A program of 6 to 7 hours duration is conducted in two separate sessions. A guided discussion method is used in discussing racism and problem solution. The present annual exposure is approximately 1400-1500 students.

OFFICER INDOCTRINATION SCHOOL - (Nurse, Dental, JaG, Nuclear Power Instructor Officers) In January 1975 OIS will begin a six week core course given eight times a year. The present annual exposure will be approximately 500-600 commissioned Nurses, 200-250 Dental students in their last two years of school, 125 JAG students in their final years of school and an unknown number of Nuclear Power Instructors. A 52 hour

Human Resource Management program is planned which includes 6 hours of race relations. In addition to the 6 hours specifically devoted to race, the 52 hour package includes topics such as the Navy Human Goals Plan, Human Motivation & Behavior, Personal Values, Human Resource Management, Communication Techniques and Group Dynamics. The methodology consists of a few lectures but is heavily dependent upon group discussion and interaction.

OFFICER INDOCTRINATION SCHOOL (CHAPLAIN) - One advanced and four basic courses are taught each year at this school. The advanced course is of 9 months duration for about 15 students. This course includes one week (approximately 25 hours) on minority affairs, which includes studies of own attitudes, institutional racism, specific minority considerations and the Navy's current programs. The methodology is mixed and includes lectures, guided discussion and interaction techniques.

The basic course is of 8 weeks duration and is taught 4 times each year, processing a total of approximately 70 students. The exposure in this course consists of one half-day of human goals introduction and a two day seminar along the lines of a modified UPWARD. Attitudes, programs and policies and current problems and issues are discussed.

U. S. NAVAL ACADEMY - Because the program is in flux at the present time, each of the next several graduating classes of midshipmen will receive a varying race relations education program. Each of these classes will graduate approximately 800-900 officers. The present exposure to race relations

education is accomplished in three basic packages. The first of these covers the broad topic of human goals and includes 12 hours of race relations during the first year and 4 hours during the fourth year. The second package of 6 hours is part of an accredited leadership course received during the third year. This 6 hours is taught along the lines of an UPWARD seminar and is designed to increase awareness of racial issues. The third package is the Race Relations Program taught by Company Officers and includes 8 hours each during the first and fourth years. This program combines cognitive, experiential and awareness training and covers the mechanics of the Navy's ongoing program as well as general managerial approaches to resource problems.

2. Career Development/Middle Management Schools

The second functional group are the career development/middle management schools. This group includes all those general education programs for the officer community not included under source schools. The general purpose of race relations education in this second functional grouping is to build on the awareness provided by the source schools and to provide a broader and more in-depth knowledge of race relations to facilitate equal opportunity in the Navy and to provide a common base for conduct of command workshops. This group includes:

SURFACE WARFARE OFFICER SCHOOL (Newport and Coronado) - The SWOS at Newport and Coronado conduct a 600 hour curriculum designed to better prepare junior officers for the transition

from accession point schools to surface warfare billets in the fleet. The combined annual output of the schools is approximately 600. It is anticipated that this figure will increase to 900 by FY 76 and to 1200 by FY 77. A 72 hour Human Goals package is taught which includes 6 hours of race relations. The emphasis of these six hours is on potential problems encountered and application of the Navy's present programs. This package given at SWOS is designed to build on awareness training received in accession point schools.

LEADERSHIP AND MANAGEMENT TRAINING COURSE FOR OFFICERS (Coronado and Little Creek) - At present this course is 2 weeks long and includes $2\frac{1}{2}$ hours of race relations material. By January 1974 it is anticipated that the race relations effort will be expanded to 4 hours. The methodology consists of lecture, group exercises and guided discussion. Content includes an historical overview, discussion of the present transition from Phase I to Phase II and a look at equal opportunity and the current equal opportunity manual. Shipboard application, including command responsibility, use of climate survey and EOQI with emphasis on the chain of command, is studied.

Students of the LMT course are O1-O4 with the majority being LTjg's or junior LT's. The present annual output of both schools is approximately 1500. Expansion of the schools is presently being studied with a possible growth to three or four times present annual student output envisioned.

DESTROYER SCHOOL - An amplified UPWARD seminar is given all incoming students not previously exposed. This seminar is of 24

hours duration. In addition all students receive 2 additional hours on equal opportunity and race relations.

SUBMARINE SCHOOL - Separate race relations programs are given for the basic student and the senior division officer courses. The basic officers receive an UPWARD seminar. The Senior Division Officer students receive an 8 hour package which includes concepts of Phase I and Phase II. The equal opportunity manual and command responsibility are studied. The methodology of this package is primarily group discussion and is designed to build on previous awareness training.

PROSPECTIVE COMMANDING OFFICER/EXECUTIVE OFFICER COURSE (Newport) The PCO/PXO course at Newport includes a 3 day Executive Seminar for those incoming officers not already exposed. In addition, several additional hours are given to all students on the mechanics of Phase II with specific information on HRAV's and Equal Opportunity consulting assistance.

PROSPECTIVE COMMANDING OFFICER/EXECUTIVE OFFICER COURSE (Coronado and Little Creek) - The efforts at the PCO/PXO courses in Coronado and Little Creek are in accord in content and methodology. The courses are one week in length and dedicated to Human Goals. The entire spectrum of HG is covered with emphasis on race relations and equal opportunity. The EO Manual and the mechanics of Phase I and Phase II are covered. Lessons learned are reviewed in a case basis. These courses do not offer formal seminars. Both courses were initiated in April 1974 and each has processed approximately 10-25 students per week.

NAVAL POSTGRADUATE SCHOOL - Non-management students receive a 44 hour course in human goals and management students receive a 66 hour course. The course objectives are the same and include emphasis on communications, awareness, insight into self and group functions, familiarity with current Navy programs, and problem solving technique.

In addition to the ongoing programs NPS is also designing for implementation a six quarter curriculum in Human Resource Management which will lead to a Master of Science, Management, for those who achieve levels of competence as organizational development consultants, communication specialists and human resource data analysts. This curriculum is designed around four general pursuits: quantitative, human resources, management and a practicum. The latter will include field assessments and consultant experience. Race relations education and equal opportunity skills will be an integral part of the HRM curriculum and will be approached from the four general pursuits mentioned above.

NAVAL WAR COLLEGE - The emphasis at the Naval War College is on management of resources. Within the management curriculum 35 hours are devoted to non-quantitative studies of decision making in organizations. In addition, there are seminars which also deal with management theory and application. Each of these two packages include hours which are directly applicable to race relations education. The annual student output is approximately 500.

3. Specialist Training Schools

The third functional group are the specialist training schools. These schools are to provide the Navy with specialists who will act as consultants to command in all aspects of race relations and also will serve as instructors in formal education programs and in the conduct of command workshops. The Navy relies primarily on two sources for its specialist training.

HUMAN RESOURCE MANAGEMENT SCHOOL (Memphis) - HRM school is presently in transition from a six week core curriculum to a twelve week core curriculum. The curriculum outlined here will be the present eleven week curriculum. At present sixty students are attending of which 20 are officers. The present course is given in distinct packages by week. It is planned that the future 12 week curriculum beginning in January 1975 will be more integrated. Week one of the course is a historical overview of the Navy's effort. The following three weeks involve the mechanics of the HRAV and consulting skills. The next three weeks are spent on the climate survey, the Command Action Plan seminar and drugs and intercultural relations. The final four weeks of the program are spent on the details of Phase II. The tracks and workshops are studied from both a mechanical and a dynamic approach. It is anticipated that the graduating HRMS's will be skilled at conducting HRAV's as well as be fully qualified as Equal Opportunity/Race Relations consultants.

DEFENSE RACE RELATIONS INSTITUTE AND FOLLOW ON HUMAN RESOURCE

MANAGEMENT SCHOOL DETACHMENT (Patrick AFB) - The program at DRRI is now a 5 week joint curriculum. The students graduated have averaged approximately 200 for the past four classes. Of this total approximately 60 per class have been Navy. Of the 60 Navy students a total of 14 officers or an average of 3.5 officers have attended the last four classes. Upon completion of the DRRI curriculum Navy students attend a six week Navy follow on course designed to produce Equal Opportunity Specialists (EOPS).

Within the 185 hour, 5 week DRRI program, 166 hours are devoted to academics. Minority studies are allotted 76 hours and behavioral sciences are allotted 77. The remaining 13 hours are devoted to an Inner-City Experience. The latter experience actually consists of a visit to an inner city area where 54 hours of a weekend are spent living in and observing conditions of the inner city. Of the 166 academic hours, discussion and lecture methodology each receive approximately 70 hours. The remaining hours are spent showing films or in application.

The six week Navy follow on course at Patrick is designed to build on the minority studies and the individual and group focus provided by DRRI. The first two weeks are devoted to the Navy Organization, basic manuals, overview of Phase II and role of EOPS and the skills needed to perform as an EOPS. The third through the sixth week involves training with the

Consultant Guide and further discussion of behavior and the dynamics involved in program application aboard individual commands.

In addition to the courses offered at Patrick the Institute also has in house expertise on educational content and methodology and in research and evaluation.

4. Individual Command Workshops

The fourth functional group are the individual command workshops. Much of the Navy's continuing race relations education effort during and beyond Phase II will be carried by the workshops conducted aboard individual units. Basically the three workshops are:

ACTIONS TO COUNTER RACISM WORKSHOP - This workshop is designed for division officers, chief petty officers and leading petty officers. The thrust is affirmative action and problem solving. This workshop assists the participants in developing and maintaining behaviors supportive of the AAP. Day-to-day personal commitment is the goal of this workshop.

CULTURAL-EXPRESSION IN THE NAVY WORKSHOP - This workshop is designed to give personnel of the command an understanding that individual rights of expression based on cultural diversity are integral to mission accomplishment. This workshop will consist of a series of audio-visual packages with short discussion and group lectures.

MILITARY RIGHTS AND RESPONSIBILITIES WORKSHOP - This workshop is for E-4 and below and is designed to facilitate problem solving at the lowest possible level and to familiarize the participants with relevant documents.

The interface of the functional groupings and the coordination among the formal education programs and the workshops will be discussed in the next section.

D. THE INTERFACE

Perhaps the most significant aspect of the race relations education program is the interface among the program components. The success of each functional group will effect the success of the others and the management of the program interface will determine the ultimate success of the Navy's effort.

The first two components of the ongoing school effort are the officer source schools and the career development/middle management schools. Here the interface is critical. The program is designed at present to allow the career development/middle management schools to build on a certain degree of awareness achieved in the source schools. The present effort in the source schools tends in that direction but in specific cases can be found to be lacking. One important source program, NROTC, because of its size is behind in program development. Other source schools have developed various approaches to awareness. These vary from very brief periods of exposure to race to lengthy programs and from diverse efforts to the fairly uniform approach of an UPWARD seminar offered by OCS. Each program has its merits, and diversity will lend a balance to future management approaches within the fleet. But certainly one difficulty incurred will be the varying degrees of awareness or problem acceptance held by

source school graduates when they enter a follow-on course in a career development/middle management school.

The career schools which depend most heavily on source school curricula are the Surface Warfare Officer Schools (SWOS), the Leadership and Management Training (LMT) courses and the Submarine School Basic course. These schools offer human goals and race relations packages which are proportional to the limited length of the respective courses. Being able to depend on a student input with more uniform exposure might enhance the effort of these schools.

Because SWOS and LMT are the two primary points of exposure of junior managers the success of much of the Phase II shipboard and individual command effort will depend on the quality of the curricula offered by the source schools and subsequently SWOS and LMT and the numbers of officers exposed to the latter courses.

Other career development courses are designed to retrain or familiarize selected middle managers with current policy and procedures. These courses are Destroyer School, Submarine School (Senior Division Officer) and the Prospective Commanding Officer and Executive Officer schools. These schools will have the most direct impact on the success of Phase II since it is these graduates who represent not only those selected for responsible positions but those who because of those positions will be the ultimate driving forces behind the implementation of Phase II goals. It seems imperative that the officers attending these schools be receptive of

the Navy's equal opportunity effort and upon completion of these schools be thoroughly familiar with the mechanics of the Human Goals Program and the implementation of Phase II.

The graduates of Naval Postgraduate School and the Naval War College should be equally as supportive of the present effort and as familiar with the mechanics of the program. In addition, graduates of these institutions should be leaders in research and management aspects of the program. The curricula offered at these schools can best support the Navy's effort by being comprehensive and by providing the resources to maintain the educational initiative in human resource management.

The third functional group of the education effort is the specialist schools. Besides the present effort of re-training existing specialists to be Equal Opportunity Specialists (EOPS), the long range effort of training specialists/consultants will fall to the Navy's Human Resource Management School in Memphis and the Defense Race Relations Institute and the Navy Detachment located at Patrick AFB. The graduates of these two education programs will be the resident experts in the fleet. Their acceptability and ultimately their effectiveness will depend on the prior education of other Navy personnel, the human resource/equal opportunity skills of the specialists, and the consultant skills of the specialists.

In addition to the coordination of the formal education components, a critical consideration of program interface is that of coordination of all other aspects of the program to

support command pursuit of equal opportunity. The first of these is the impact of training and education received by officers at the various schools on the success of the individual command workshops. Will the material presented in the various courses and schools available to officers be in accord with the content of the workshops and the stated direction of Phase II? If properly conducted and supported, these workshops have the capability of not only correcting many potentially damaging managerial problems and accomplishing the goals of Phase II but can also be fertile ground for a true understanding among Navy personnel of the personal and racial differences found in the Navy. If poorly conducted or poorly supported the danger exists that these workshops will become another of the many training requirements facing the individual commanding officer.

In addition to educational support of the workshops there are other support considerations. Each of these is critical. The first is command support. To achieve this to the full degree desirable we must offer more than punishment for failure to comply. The program should be sold on its merits as a tool for better management. In order to accomplish this there first should be an extensive information program undertaken to educate the fleet on all aspects of Phase II.

Another support consideration is that of those middle management personnel who were least effected by Phase I. If we can achieve participation by these people in the conduct of command workshops we may not only make use of some of our

best shipboard instructors but may also provide these middle managers with some of the insight and awareness not provided in Phase I.

A third support consideration is that of the specialists. A delicate effort of coordination is needed to ensure maximum utilization of this resource. One facet of this aspect of program coordination is the detailed and in depth race relations and program expertise achieved by the graduates of Patrick and Memphis compared to the cursory review given to most officers at the various schools. The programs at Patrick and Memphis graduate few students and even fewer officers. Concern must be given to the general acceptance of these "experts" by the fleet, which for the most part is exposed to far less material on race relations.

Another facet of the interface of the specialists with the fleet is that of utilization of those former specialists who for various reasons may not be retrained as EOPS or HRMS. Many of these personnel will tend to gravitate toward involvement in the shipboard workshops. This involvement may or may not be desirable.

The final interface to be considered is that among the various resources and support activities within the program. In addition to the administrators and instructors at each of the formal education components there are the Human Resource Management support activities, the Equal Opportunity Specialists at various commands, and the program planners and managers at various echelons who coordinate the activities and resources

of Phase II. The success of the Navy's effort depends on the coordination among these key offices. If the personnel in these billets do not communicate to ensure a balanced effort we may find that the design of Phase II and the individual efforts within each program component are frustrated and lost as a result of poor management.

V. SUMMARY AND PROPOSALS

A. SUMMARY

Having investigated the environment in which race relations education occurs, the educational process itself and the mechanics of the current effort, we will now examine the effect each of these has on the current programs and outline proposals for future benefit.

1. The Military Environment

That the Navy turned to education as a means of solving its racial problems was a natural tendency. That, because of the nature of race relations, the education effort encountered considerable resistance is also a natural expectation. It can be argued that many of the forces of military sociology (e. g., structure, authority, professionalism) which offered resistance for Phase I were obvious and, just as obviously, ignored in the launching of Phase I. That argument is not important. What is important is how conducive is the present environment to Phase II and the future?

a. Education

Education will continue to play a role in the Navy's attempt to better use its resources. The growing emphasis on resource management within the Navy carries with it an attempt to educate managers toward the better use of these available resources. People, as a primary resource, are receiving increasing attention. Phase II with its increased emphasis on this aspect of race relations education complies with these considerations. Phase II promises also to reduce the social emphasis associated with Phase I. Commanding officers, primarily through horizontal education efforts, will use workshops to enhance race relations in an effort to derive maximum benefit from the available resources. This description of Phase II seems more in perspective with military tradition than those aspects of Phase I which included vertical seminars and insufficient emphasis on command action. For these reasons certain aspects of Phase II would be more readily accepted by individual commanders and managers.

b. Individualism vs The Organization

Another of the considerations of military sociology, that of individualism versus group loyalty, presents a unique challenge in the implementation of Phase II. In Phase I the emphasis on individualism was the source of much friction. It is not unnatural that an officer, imbued with group training and group loyalty, when subjected to educational techniques which stress individualism above all else, may feel uneasy with the new experience. Phase II is designed to better combine

the education effort with group process and management action. The education effort is designed to build on awareness training at the source schools and on middle management courses which offer additional insight into existing conditions within the Navy.

Studies conducted at Defense Race Relations Institute indicate that personnel who attended the course offered at that installation had a decreased belief that individual action will bring about change and that it will take collective action to obtain results. [24, p. 14] If this belief is generally held by those subjected to race relations education then the workshops and management action planned for Phase II offer great promise. If the mechanics of Phase II can be coordinated to allow each phase of the education effort to complement and build on the previous exposure and to foster a learning effort, a feeling of progress and a subsequent realization of results may be forthcoming.

c. Isolation

Another aspect of promise in Phase II is that it is directed more toward solution of Navy problems than toward correction of society's ills. In Phase I the officer's perception of the military as a tool of socialization was a source of significant frustration as he tried to place in perspective the social role with past military traditions and practices. In Phase II the interaction of the Navy and society are recognized, dealt with in terms of awareness training and education and finally, in the individual command

workshops and action plans, any carry over of racism will be dealt with in terms of pursuit of equal opportunity. The difficulty in realization of this potential benefit lies again in coordination of the program and sufficient support of and by the personnel involved. This aspect will be discussed later.

d. Authority and Structure

Perhaps the most opposition to Phase I occurred because of the challenge it presented to authority and organization structure. The naval officer infused with the importance of structure, order and authority did not welcome an educational experience which he perceived to be based on non authoritarian principles and which deemphasized structure in favor of individualism. If Phase II calms many of the critics of Phase I it is because the current emphasis is on a return to the chain of command and emphasis on command responsibility. On the other hand one of the potential pitfalls for Phase II is that this return to emphasis on structure and authority may be allowed to negate the emphasis on equal opportunity. Rank, position and the organization process are important but a reliance on these to the detriment of equal opportunity and to the detriment of the maximization of the potential of our people has been part of our past failure. The return to the extremes of the organizational process at the expense of our people seems a real danger as we move into Phase II.

e. Personal Responsibility and Cohesion

Another challenge for Phase II is the utilization of the middle management personnel in the implementation and administration of the workshops within the program. System Development Corporation in its Navy Race Relations Impact Analysis published in March 1974 confirmed much of the previous discussion in this study concerning personal responsibility and cohesion. Many of the career officers did experience personal and professional anxiety as a result of the seminars in Phase I, thus minimizing the benefit derived. [103,p. 2-13]

Phase II will see fewer of these people exposed to education in the formal sense but will utilize many of them to conduct the workshops and administer the programs. If the various aspects of Phase II can be presented to these people in a manner which does not result in a debilitating reaction it will be of tremendous benefit. The possibility of these people being better reached through improved educational technique in the various schools will be discussed in subsequent sections of this chapter.

f. The Profession of Arms

A final consideration of this section is the impact of the professional subculture. Of the three strands of military tradition discussed in the final section of Chapter I, technicism has probably been least affected, except for the few who were using race relations education as an escape from management and service responsibility.

Of the two challenges presented by the relationship of the soldier and civilian society it is not yet clear what effect these challenges will have on popularism. The military image is being rebuilt on a management model but whether Phase II's strong emphasis on the quantitative indices of equal opportunity will eventually assume the statue of a model for society remains to be seen.

In connection with professionalism, the third strand of military tradition, it is interesting to recall that Kurt Lang spoke of "a tendency for innovation to occur at the margins." His prediction seems justified as we move from the more innovative thinking involved in Phase I seminars to the less daring mechanics of Phase II. It should also be noted that neither Lang's prediction nor the Navy's move from Phase I is surprising in light of the forces at work within the military society.

Another force of professionalism is also being manifested as we move into Phase II. Janowitz warned against the bureaucratic tendency toward "a modernized cult of scientific management," developing "overritualized forms" and failing "to employ effectively its officers." These tendencies are natural and are even further bolstered by the fact that in recent months the Navy has placed an increasing number of highly promotable officers in key billets within the various schools and administrative centers of the Human Resource Management program. These officers will undoubtedly lend much talent to the programs and will certainly increase the

perceived rewards of other potential participants but they will also tend to strengthen the trend toward the bureaucratic dangers of which Janowitz warned.

g. The Environment and Phase II

If the turn toward social leadership has frustrated many naval officers it is not surprising. In 1959 Morris Janowitz said, "The tendency to resist these organizational changes in the military establishment is concentrated among officers in the middle ranks. Instead of constructive problem solving, their concern with maintaining the formal prerogatives of rank leads to organizational rigidity, ceremonialism, and retreat from administrative responsibility." [49, p. 86] This is still the case for many middle managers as we move into Phase II. And for those who despair there are danger signals. But for the optimistic there is an unprecedented challenge.

The greatest danger lies in allowing the process to overcome the original goal. There are already signs that the innovator, the free thinker, whose command has always benefited by fairness is being hounded by the demand to conform to the structure and quantitative demands of the Navy's pursuit of equal opportunity. But, for the time at least, the quantitative indices must be met. The same danger exists in the education process. Will the process of quantitative exposure overcome the real goal of behavior modification? The military is very capable of imposing its will on its members and the very educational process is in the view of many a

paradox. One of the frustrations faced by naval officers undergoing educational experiences in race relations is that they are deemed educational targets by group process and institutional association rather than on the basis of individualism. This may prove to be a necessary sacrifice of individualism for the benefit of the organization.

The fear that the Navy is succumbing to the "lost sheep" syndrome has made many officers suspicious of the current emphasis on race relations and human resource management. Many are suspicious too of the cult of "experts" accompanying this current emphasis. The strands of tradition and the tenets of the military ethic are being stretched by change and many naval officers feel caught in the middle.

But society is changing and with it the military. Our social base of officer recruitment is broadening and our image of the heroic man in uniform is not so strongly supported. Our sailors spend less time in uniform and are better educated. Janowitz credits the modern officer with a critical outlook toward the military's past and toward future tasks. He poses the question for this period of transition, "Will this emphasis on critical capacities produce negativism, or will it lead to a concern for new solutions?" [50, p. VIII] For those who are optimistic the military provides a means of modernization with a minimization of the uncontrolled spread of side effects. For not only can the military force innovation, it can also isolate the experimental side effects which may be detrimental to the society as a whole. Perhaps

Edward Glick best expressed the challenge: "and here lies the irony: the least democratic, most criticized American governmental institution today leads the others in fashioning a social policy that may in time bring true racial equality to the entire land." [33, p. 31]

As we move from seminars to Phase II education and workshops and beyond will our programs be successful in promoting equal opportunity and at the same time surviving in the military environment? Phase II seems capable of coping with the environment. Whether it is manageable and whether it can meet its goal of race relations education toward equal opportunity will be discussed in subsequent sections of this chapter.

2. The Educational Process

Phase II will not meet its goal of equal opportunity unless race relations education is afforded a primary role. Meeting the quantitative indices is no substitute for effective race relations education in the long range success of the Navy's effort toward equal opportunity. While the quantitative indices may cure much of the overt racism, it is the covert racism which does much to damage race relations in the Navy. Once provided the opportunity to educate, our teachers and administrators must ensure that program content and pedagogy are conducive to eventual desired student performance. Recall that in an educational program learning and motivation are the links between organizational goals and individual performance.

a. Balancing Cognitive and Affective Considerations

The key to a successful educational program involving race relations is that we offer a proper balance between the cognitive and affective domains of education objectives. Since our objectives clearly fall into one of these two categories we must be aware that each domain can effect the other. Are our courses designed to ensure that the affective acceptance of the subject does not have a dampening effect on the learning of the cognitive objectives? Does the process of learning the cognitive objectives have a favorable impact on the affective behavior of the student in relation to the subject of race?

Testing and evaluation are equally important. Will we become discouraged and allow erosion of the affective objectives because they are difficult to assess or because designed tests don't show immediate results?" Will our attempts at grading or testing students cause undesirable cognitive or affective behavior?

The greatest danger to our objectives seems to be in our favoritism of the cognitive over the affective. Too often we think that if we can teach the knowledge, the technique, we will realize favorable results. We state our goal, design and execute our educational program and test for a result. Too often we can obtain favorable cognitive test results when actually the student has affectively moved away from the subject. He knows how to manipulate the tools but avoids the subject. This is a danger in technical subjects

but an even greater danger in non-technical curricula where the affective domain has an even greater effect on the cognitive.

An essential ingredient of the race relations education process is that we view the problem from the affective pole. This allows us to be more aware of the motivation which leads to achievement of the cognitive behavior.

b. Attitudes and Habit Change

The study of attitudes makes it all the more imperative that the affective considerations of any educational program be given attention. Attitude change is one of the areas of race relations education attracting considerable attention. Although the current trend within the Navy is to deny any desire on the part of administrators and teachers to induce attitude change, Rosenberg's outline of attitude change based on stability would indicate that the balance between the cognitive and affective components of attitude is critical.

[93, p. 237]

If the student's attitude is by chance favorable toward the cognitive component of our instruction we encounter no difficulty. But such a person is obviously not the primary target of a race relations education program. A person whose attitude is unfavorable toward our equal opportunity/race relations program and who is provided information contrary to his attitude will experience instability between his affective and cognitive attitude components. At best, accommodation of the cognitive components will result. At worst, he will reject the communications, resulting in restoration

of the original attitude. If we ignore the affective and the possibility of attitude instability, we immediately run the risk of inviting avoidance response. Phase I was made less effective by creation of these avoidance responses because too few of our teachers were aware of the interaction between the cognitive and affective domains.

This is not to say that a well defined program will result in the learning of all cognitive knowledge offered and the accommodation of this new cognitive component by a changed and stabilized attitude. Katz's outline of attitude functions and change conditions indicate that people whose attitudes serve utilitarian or knowledge functions may be most easily changed. Those whose attitudes serve ego-defensive or value-expressive functions may be more difficult to change.

But well designed programs taught by skilled instructors can result in progress. Herbert Klausmeier speaks directly to modification of racial attitudes.

Katz, Sarnoff, and McClintock (1956) found that unfavorable, firmed fixed race attitudes were more effectively modified through attempting to give insight into the self than through giving insight into the objective nature of the problem, and that the individuals highest in ego defensiveness were most resistant to accepting insight into self. Carlson (1956), dealing with similar attitudes, found that persons made aware that important values could be attained by changing their attitude, tended to do so unless they were extremely prejudiced. Both studies suggest that modification and change are possible if the individual can accept a change as being more pleasant or rewarding than holding fast to the already established attitude. [58, p. 274-275]

These same factors of reward and reinforcement apply in the study of habit change. Once we have done all we can to ensure a proper balance between the affective and cognitive we should seek through learning to promote the desired change in performance or behavior. In the design of race relations education curricula we should be aware of the principles of anticipatory response, generalization and discrimination. As pointed out in Chapter III these principles are the basis for much of the early learned habits which result in today's personal and institutional racism. Through exposure to the appropriate content and methodology we should then seek to affect habit change through extinction, counter conditioning or punishment.

c. Motivation

As can be seen from the study of attitudes and habit change, motivation through reward and punishment is the key to a successful education program. In this regard our actions, as teachers and administrators, are confined to two general areas: we can initiate incentives or we can provide satisfaction for drives initiated internal to the student.

To achieve desired performance one must examine the individual situation and determine whether the cause can best be served by a change in drive or incentive. In the case of the environment of race relations education the program of education itself may be suffering from a lack of participation by the student. The students have learned how to learn therefore the problem is one of motivation. If the

problem is one of a lack of interest in the subject then the reason is a deficit in drive motivation. The cure is inducement or punishment. If the problem is one of not being able to learn from a particular program then it is one of incentive motivation.

d. Rewards

Incentive motivation is an area of primary importance in race relations education. How do we reward the student to ensure the desired response or performance? Good instructors are aware of many specific ways to ensure intrinsic rewards. Bass and Vaughn (1966) offer several specifics which are applicable to this study. [9, p. 58]

1. Stress the future utility or value of the activity or material to be learned by (a) using problems of the kind that the trainee is likely to face in his future job or (b) creating other conditions that will increase the probability of the trainee's discovering future values.
2. Provide feedback during the learning experience, showing the extent to which the trainees are progressing toward the final training objectives. (This effect may be enhanced by the use of subgoals, each of which represents a step toward the end goal, and thus provides intermediate reinforcements in the total training program.
3. Relate the learning activity to interesting, meaningful materials already studied outside the training program.
4. Maintain suspense as to the conclusion of a particular line of thought until all the relevant facts have been considered. (This technique does not preclude a preliminary overview of the problem or a general statement on the purpose of the learning activity.)

Whereas intrinsic rewards depend more on the nature of the educational process, extrinsic rewards depend more on the perceived values of the student. In the latter regard our program is weak. Our system of rewards is largely

based on future promotion which is at best capable of being only loosely tied to participation in educational programs. Many of our schools involved in race relations education offer no immediate sign of success or failure which can be directly linked to race relations. For those which do, such as the specialist schools, the recognition is negative and comes in the form of disenrollment.

What can we offer as extrinsic rewards in race relations education? Many surveys have been done on expressed attitudes and values of naval officers and others are presently underway. A few of these are cited in the attached list of references. The majority of such surveys are oriented toward recruitment and retention. Others concern behavior and personal value systems. Of the latter, two reports by George W. England and others, University of Minnesota, offer considerable insight into expressed values of naval officers. These reports are Administrative Behavior Simulations and Perceptions of Organizational Effectiveness of Naval Officers (1971) and Personal Value Systems and Their Relationship to Administrative Behavior Simulation and Perceptions of Organizational Effectiveness of Naval Officers. [72 and 73] Navy Personnel Research and Development Center, San Diego, is presently engaged in research which may shed some light on expressed perceptions of reward rankings in an education environment.

Regardless of the paucity of available data in this specific area it remains of vital concern and should be pursued on all fronts in the race relations education program.

A vital program of race relations education, designed to satisfy both the organization and its people is essential to the achievement of equal opportunity. Our teachers and administrators must be aware of the affective and cognitive considerations of the educational process. Attitudes must not be shunned as untouchables but instead approached as one of the keys to successful education. And the Navy must seek new information on possible rewards for its students who play the leading role in the schools and workshops of Phase II.

3. The Present Effort

While Phase II seems capable of surviving in the present environment and while the educational process has the potential for success it is not as certain that Phase II will accomplish the objective of equal opportunity. The design for success appears evident but the capability to direct the mechanics of Phase II and the capability of the program managers and administrators to administer a successful education program are questioned. Appropriately enough the problem is one of resource management.

a. Phase I

Phase I was unable to survive in the military environment. Phase I was also criticized for not accomplishing enough. Two primary weak points were that it: (1) affected white senior enlisted and officer personnel less than other personnel and (2) generated a limited number of affirmative action plans. [103,p. vi]

But Phase I was successful in accomplishing awareness of our problems and in promoting commitment toward elimination of racism. The following survey results are quoted from "Navy Race Relations Education Impact Analysis," reported in March 1974 by System Development Corporation.

[103,p. v-vi]

It is evident that the Race Relations Education Program was effective in increasing awareness of:

Personal worth and racial dignity.

Inequities in opportunity for minority personnel.

Racial discrimination in the Navy.

Differences between potential and actual effectiveness of individuals, groups and programs in improving race relations in the command.

Furthermore, the program promoted:

Agreement among blacks and whites on important command racial issues.

Personal commitment toward the elimination of racism within all Navy sectors.

More positive overall attitudes toward the Navy (than nonprogram participants).

And the awareness being accomplished in Phase I may have been greater than surveys indicated. We may have faulted Phase I too soon. One factor supporting this possibility is that too few officers may have been exposed to race relations seminars to yet fully realize the potential. A survey of the service records of 80 LT's and LCDR's who reported for duty under instruction at Naval Postgraduate School for the quarter beginning in October 1974 revealed that 39 of the 80 had been exposed to UPWARD or Executive seminars or

an equivalent number of hours of race relations education. Allowing for errors in service records this sample is one indication that fewer officers had attended Phase I seminars than is desirable for a true estimate of program worth.

Another factor of consideration in all surveys of educational programs involving attitudes and behavior is that it appears that surveys done shortly after program participation will reflect higher attitude change and lower cognitive change than may be the case in subsequent months. Roger Harrison in Problems In the Design and Interpretation of Research on Human Relations Training addresses temporal changes in training outcomes. He says, ". . . cognitive changes were progressive over a surprisingly long period of time . . . The changes were positive but insignificant at the six week mark, increasing to higher and statistically significant levels only after six months." [36., p. 13]

Richard Hope in a May 1974 report on the Impact of DRRI race relations instruction confirms Harrison's findings. [26, p. 19-20]

Preliminary data from these indicate that during the actual 18-hour seminar the experimental group shows minor changes in a positive direction as compared to the control group; i.e., heightened levels of increased knowledge, awareness and appreciation of minority life-styles and reduction in level of prejudice. However, the most statistically significant change occurs among the graduate group, i.e., those who have completed the seminar at least four months previously. This group, in comparison to both the control and experimental groups, showed a dramatic shift in these changes.

This suggests that the 18-hour race relations seminar serves as a catalyst to begin a process of interracial and ethnic awareness. This also suggests that additional

time is needed after the 18-hour period for the individual to incorporate fully materials which may be for some alien, or at least totally new.

In April 1973 Naval Technical Training Command reported the opposite temporal effect on attitudes. [84, p. 22]

The overall results of the study clearly indicate that the group that attended the seminar responded in a more equalitarian fashion than did those groups that did not attend the seminar. Although there was a decrease in attitude scores from the one week to the three month testing, there was still a significant difference between the seminar and the no seminar group. Such a decline over a three month period is to be expected since the subjects have returned to the environment that had fostered their attitudes for a number of years. That a significant difference does appear after this time period, indicates that the attitudinal changes adopted during the seminar persist in time.

b. Phase II

In any case it is apparent that Phase I was of value. A great danger as we move into Phase II is that we will not place enough emphasis on awareness. Race relations in the Navy is still a problem and the command action emphasis of Phase II poses a real threat in that it may completely overshadow the necessity for continued race relations education. The gathering of command personnel to discuss problems of leadership and to design and implement affirmative action plans doesn't fulfill the education requirement. System Development Corporation had this to say in their findings about one type of shipboard problem solving group: "Ninety-three percent of all commands surveyed indicated they had a Human Relations Council. However, according to the types of problems addressed in their Councils, it is evident that they are not substitutes for race relations education." [103, p. 2-9]

To accomplish the necessary race relations education we must rely primarily on the schools discussed in Chapter II. For the most part the formal education designed into Phase II is lagging the problem.

To begin with there appears to be insufficient coordination among the various schools. A review of the programs being conducted at the various schools indicates that a coordinated program of race relations education for officer personnel is non existent.

Officer source schools vary widely in programs offered; from the NROTC effort which is in the planning stage, to the seminar approach at OCS, to the assorted content and methodology offered at other source schools. Most of these programs have merit, and diversity will lend a balance to future management approaches within the fleet. But certainly one difficulty incurred will be the varying degrees of awareness or problem acceptance held by source school graduates when they enter a follow on course in a career development/middle management school or when they engage in the various workshops within the fleet. These problems seem to outweigh the benefits of diversity.

Once the program leaves the source schools even greater coordination problems exist. If awareness is the goal of source school programs and if that goal is eventually realized then an even more difficult problem is how do we build on that awareness to facilitate equal opportunity.

A significant gap in the program is that which exists between the source schools and the subsequent middle management schools. The young officers recently graduated from source schools and faced with the realities of management in the fleet may face a significant void in race relations education. A heavy burden falls to the Surface Warfare Officer Schools and to Leadership and Management Training courses to fill this void. At present these two efforts appear internally well coordinated and offer a uniform race relations education program at their schools on each coast. But they have several problems with which they need assistance. First they must be supported in their efforts toward expansion. Secondly, not having the in-house expertise available at schools such as Defense Race Relations Institute and Human Resource Management School, they need help with program development.

This program development is needed for two reasons. First because of their need to educate in race relations and in the mechanics of Phase II their meager allotment of hours to race relations must be expanded. And secondly these schools are one of the primary education points for that group of officer personnel who were recognized in Phase I analysis as being less affected by awareness training.

The effort at schools such as Destroyer School, Submarine School and the Prospective Commanding Officer/Executive Officer schools seems appropriately directed toward

equal opportunity in the fleet and the resources available to support this effort.

The remaining two career development schools under consideration are Naval War College and Naval Postgraduate School. Primarily because of resources and time available these schools are in a position to be the innovators and leaders in curricula design and leadership/management development. These schools are in a position to build on a basic acceptance of the problem but also to expand beyond the mechanics of application. The acceptance of race relations education and of an ultimate management approach to human resources may depend heavily on the managers graduated from these institutions.

The specialist schools at Defense Race Relations Institute and Human Resource Management School, Memphis are equipped to support the fleet with well educated specialists and consultants. The program of instruction at DRRI with its emphasis on minority studies and behavioral sciences and its in-house expertise in education and research seems particularly capable of providing its students with a well rounded education. Unfortunately, too few of the students who graduate from DRRI are officers. Consideration should be given to increasing the number of officer students who could graduate this pipeline to become EOPS.

Human Resource Management School at Memphis offers a program which prepares its graduates well in the consulting skills but which may be weak in race relations

education. Consulting skills are of primary importance in the success of Phase II but the consultants graduated from Memphis may be less than fully effective because of insufficient program emphasis on race relations education.

If the coordination effort in the schools is critical the effort needed to coordinate Phase II in the fleet is just as important. An all out effort needs to be undertaken to educate our commanders and managers at all levels in the mechanics of Phase II. To the planners and specialists Phase II may seem relatively simple. To the unindoctrinated officer seeking guidance from Phase II in his pursuit of equal opportunity the mechanics are complex.

We need a concerted effort in salesmanship and information on Phase II. The potential of Phase II and the understanding of its different components must be presented in a clear and orderly manner to all levels of management within the Navy to ensure support and success of the program. If we can offer commands some program stability they will be more apt to feel secure and comfortable with the program. If we offer them yet another program with which they are uncomfortable then the tendency will be to avoid participation in the fullest sense.

Goodwin Watson in Concepts for Social Change offers several helpful suggestions in his summary on reducing resistance to change. [110,p. 22-23]

Resistance will be less if people feel that the project is their own--not one devised and operated by outsiders.

Resistance will be less if participants see the change as reducing rather than increasing their present burdens.

Resistance will be reduced if provision is made for feedback of perceptions of the project and for further clarification as needed.

One final point on program coordination is that of coordination between the activities of the various specialists and the availabilities and visits of which the individual commanders can take advantage. The EOPS will be available at different echelons of command to assist commanders in implementing Phase II. Human Resource Management Specialists will also be available to consult with commanders and will participate with the Human Resource Management Centers and Detachments (HRMC's and HRMD's) in conducting Human Resource Availabilities (HRAV's). One potential interface problem is the coordination of these two consulting resources to best benefit the command and to allow realization of the maximum education potential of the Phase II workshops.

Much of the race relations education potential of Phase II could be realized in the individual command workshops. These workshops may impart to participants significant insight into relations with others in the Navy. The success of this aspect of the workshops as well as the development of action plans hinges on several key points. Three of these have been discussed. They are: participation by commanding officers, the coordination of the program content at the various schools with the nature and intent of the workshops, and the participation by the senior enlisted and those

officer personnel who were less effected by Phase I. An additional factor deserves attention. Will the personnel chosen by individual commands to conduct the workshops be capable? DRRI, in a 1974 field survey report of graduates and commanders, reported that commanders and graduates agreed on the need for DRRI to improve the discussion and group leadership skills of its graduates. [25 , p. 40] An unindoc-trinated or unskilled person could do more harm than good in an attempt to conduct the workshops of Phase II.

Training of the specialists who will conduct many of the initial workshops seems to be on track. Many of the race relations education specialists are being re-trained as EOPS in preparation for conducting Phase II work-shops and consulting with commands on equal opportunity. These people will be brought in line with Phase II thinking and many of the old unattractive techniques of Phase I aware-ness training will be dropped.

One potential problem facing the Navy is the satisfaction of those former race relations education special-ists and racial awareness facilitators who will not be given official roles in Phase II. Many of these personnel will gravitate toward an unofficial role in the command workshops. In many cases, because of the lack of retraining afforded these personnel, this will be undesirable. The program should encompass consideration for these personnel who assisted in Phase I and are now disappointed to be returned to work in other fields.

Another potential pitfall and one which impresses a researcher attempting to gather information about the various programs in Phase II is the lack of communications among the various people involved in planning and executing Phase II.

Are the designers and planners, the brains behind the program, talking to the O-3's and E-6's around the country in the various schools who are actually doing the teaching? Do the commanders of the various schools actually monitor the programs of instruction to see if the letter as well as the spirit of DOD, SECNAV and CNO policy are being met? In this new and still delicate pursuit do we rely on written instructions, already outdated, to carry the burden of program direction and intent?

And what about the old standby of the experts maintaining their position by refusing to share all with the average Navy man commanding and manning the ships and squadrons? Our present program is highly controlled by political as well as military considerations. These in turn have a direct impact on the budget. And the experts in the program bear the heavy burden of designing the program to meet all these demands. But the reward for these people should be an enlightened Navy population not one which feels driven by some unclear demand on their people and time.

One of the driving forces behind Phase II will be the quantitative indices of equal opportunity. This is appropriate as long as we monitor the program to ensure that in fact true equal opportunity is being sought and that

Phase II is not supported solely by a drive to correct the unattractive, overt indicators of employment and justice.

A difficulty with controlling individual action in Phase II is that of perceived rewards. The negative incentive of punishment is there. There are enough teeth in Phase II to ensure that commanders and managers don't overtly and blatantly ignore the program. But what rewards can be offered for those who would otherwise comply with the letter of the program but not the spirit. One method of enhancing perceived reward, that of placing highly promotable officers in HRM billets, has been discussed. This should do much for the reward aspect of the program. Are other rewards available? For many there will be intrinsic rewards derived from association with the program. But the problem of extrinsic rewards, at least in the early stages of Phase II, should be considered.

Before leaving this section two pessimistic possibilities are offered for this period in our equal opportunity/race relations program. Despite all the promise of Phase II these spectres loom as distinctly credible.

The first is that we will allow the pendulum to swing too far. We have abandoned Phase I because it didn't suit the environment and because it didn't produce enough action. We have designed Phase II, a program capable of surviving and resulting in action. The danger is that now we may allow the program in the schools to become only leadership courses and the individual command programs to become another aspect of general military training (GMT). And we

may realize too late that race relations education has long since vanished.

The other pessimistic possibility which encompasses some aspects of the foregoing is that our program may show signs of success when in fact success will be due to societal considerations such as no war and general domestic tranquility. And then when either a military or an economic crisis again pressurizes our people we may have recurring racial incidents such as those in the late 1960's or early 1970's.

Those considerations make it all the more imperative that we not allow race relations education to assume a secondary role in Phase II.

B. PROPOSALS FOR FUTURE DIRECTION

As a result of the study of the Navy's effort in race relations education the following proposals are offered.

1. Reemphasize the potential role of education in the Navy's equal opportunity/race relations effort.
2. Emphasize affective considerations in all education programs. This can be accomplished through instructor training by emphasizing the student's role in race relations education and by the consideration of the military environment.
3. Examine all testing and evaluation procedures and results in light of temporal effects. There should be an increase in longitudinal studies with direct attention given to specific affective and cognitive results.

4. Define and emphasize the role of attitudes in race relations education. Both instructors and students engaged in race relations education should understand that while attitudes are not the direct target of race relations education they nonetheless hold many of the keys to success of the educational process.

5. Emphasize intrinsic reward techniques in instructor training. Instructors should be aware of the importance of relating the education to current problems, relating the knowledge to that learned and applied in other fields and of providing constant feedback to show progression toward final goal.

6. Further investigate possibilities of extrinsic rewards in the educational environment. While research is light in this area the possibilities of immediate rewards such as grade achievement and official recognition at termination of training should be pursued.

7. Continue seminars where possible with retrained facilitators.

8. Internally extend promulgation and advertisement of Phase I results. All Navy personnel should have knowledge of the awareness and commitment achieved by Phase I and the shortcomings of the program during this period. This could be undertaken as a part of the salesmanship and information effort on Phase II. (See next proposal)

9. Conduct extensive salesmanship and information effort on the program elements and mechanics of Phase II prior to beginning of workshops.

10. Emphasize potential role of workshops in the Phase II race relations education effort.

11. Emphasize role of middle managers (that group less affected by Phase I) in workshops. The participation as instructors by senior petty officers, warrant officers and other junior officers in the workshops will enhance the program support given by this group and may in some cases achieve the awareness results not realized in Phase I.

12. Emphasize collective action aspects of Phase II workshops by placing importance on group response to racial and cultural problems. This emphasis will further enhance team effort and strengthen the chain of command.

13. Design and monitor program of training for ship-board (non specialist) workshop instructors.

14. Design and coordinate a plan for interface of formal schools race relations education ensuring that a graduated set of objectives is agreed to by program sponsor, responsible commands and respective schools.

15. Coordinate awareness training at source schools.

16. Provide program and expansion assistance to Surface Warfare Officer Schools and to Leadership and Management Training courses for all warfare specialties and designators.

17. Emphasize human resource management aspects of race relations at Naval War College and Naval Postgraduate School.

18. Offer at Naval War College and Naval Postgraduate School other optional programs in minority studies and behavioral sciences for those students who wish to pursue race relations education beyond the management aspects.

19. Increase naval officer participation in program of instruction at Defense Race Relations Institute.

20. Ensure sufficient emphasis on race relations education at Human Resource Management School, Memphis, by providing proper balance between knowledge and abilities in consulting skills and background in fundamentals of minority studies and behavioral sciences.

21. Ensure coordination of all sources of assistance in human resources and equal opportunity (HRMC, EOPS, etc.) available to commands.

22. Investigate new methods of climate survey to ensure that present climate survey and EOQI do not become, through usage, false indicators of racial climate.

23. Investigate future impact of former specialists and facilitators who will not be given official roles in Phase II.

24. Ensure communications between senior designers, planners and coordinators and the junior officers and senior enlisted who provide most of the student contact.

25. Investigate extrinsic reward possibilities to enhance participation in Phase II. All levels of command, management, workshop instructors and participants should perceive some reward as a result of enthusiastic participation

in the formal schools and workshops of Phase II. Promotions, written commendations and further chances to participate in advanced programs within the HRM field are possibilities.

26. Guard against the tendency for the Navy's race relations education program at the individual command level to become merely another aspect of general military training.

These proposals are offered to the Navy's commanding officers, managers and instructors as only a few conclusions to a brief study. Appropriately, it is to the program sponsor and the senior managers that the initiative is offered to pursue each of these proposals toward realization of the fullest potential of the Navy's effort toward racial harmony and equal opportunity; with the realization that these pursuits enhance our ultimate goal which is the security and peace of the nation.



DEPARTMENT OF DEFENSE HUMAN GOALS

Our nation was founded on the principle that the individual has infinite dignity and worth. The Department of Defense, which exists to keep the Nation secure and at peace, must always be guided by this principle. In all that we do, we must show respect for the serviceman, the servicewoman and the civilian employee, recognizing their individual needs, aspirations and capabilities.

The defense of the Nation requires a well-trained force, military and civilian, regular and reserve. To provide such a force we must increase the attractiveness of a career in Defense so that the service member and the civilian employee will feel the highest pride in themselves and their work, in the uniform and the military profession.

THE ATTAINMENT OF THESE GOALS REQUIRES THAT WE STRIVE ...

To attract to the defense service people with ability, dedication, and capacity for growth;

To provide opportunity for every one, military and civilian, to rise to as high a level of responsibility as possible, dependent only on individual talent and diligence;

To make military and civilian service in the Department of Defense a model of equal opportunity for all regardless of race, sex, creed or national origin, and to hold those who do

business with the Department to full compliance with the policy of equal employment opportunity;

To help each service member in leaving the service to readjust to civilian life; and

To contribute to the improvement of our society, including its disadvantaged members, by greater utilization of our human and physical resources while maintaining full effectiveness in the performance of our primary mission.

James R. Schlesinger
SECRETARY OF DEFENSE

H. P. Clement
DEPUTY SECRETARY OF DEFENSE

Thomas H. Moorer
CHAIRMAN JOINT CHIEFS OF STAFF

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SECRETARY OF THE ARMY

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APPENDIX B

EXTRACT FROM CNO MEMORANDUM FOR FLAG OFFICERS,

UNIT COMMANDERS AND COMMANDING OFFICERS

DATED 22 MARCH 1971

The Navy as a segment of the United States, desires to ensure equal opportunity for all personnel so that the human dignity of every individual will be preserved. Therefore, the Navy must develop and use the full potential of its share of the country's human resources.

To achieve an efficient naval organization and true, equitable treatment for all members of the Navy community, the following goals and objectives are set forth:

GOAL

1. To attract to the Navy, people with ability, dedication, and capacity for growth. Specifically, the Navy must be able to obtain the very best talent available in this nation regardless of race, religion, creed, economic background or national origin.

OBJECTIVES

A. To increase and intensify the Navy's efforts to attain and retain the highest quality officer and enlisted volunteers from the minority community, thus seeking to achieve increased representation of minority personnel in the various categories and grades of the service.

B. To create and maintain a Navy image of equal opportunity and treatment for all people regardless of race, creed, religion, or national origin.

C. To establish educational, recreational and social programs within the Navy and in association with the Navy (e.g., JNROTC, Sea Cadets, Community Action Programs) to bring talented but underprivileged/culturally-deprived personnel to a level at which they can compete equitably with their peers.

GOAL

II. To provide real opportunity for all personnel of the Department of the Navy to rise to the highest level of responsibility that their talent and diligence will take them.

OBJECTIVE

A. To identify and eliminate all bias, i.e., ensure equal opportunity for selection, classification to occupational fields, technical/professional schooling and developmental experiences, progression in duty assignment, performance evaluations, pro-pay, advancement, promotion, retention/reenlistment, career status, etc.

GOAL

III. To make service in the Department of the Navy a model of equal opportunity for all regardless of race, creed, religion or national origin. The Navy must strive to elevate the dignity of each individual and eliminate all vestiges of racial discrimination so that all members of the naval service can be proud to serve to their fullest.

OBJECTIVES

A. To create and ensure equal opportunity in living and work conditions in the Navy community.

B. To conduct conferences and educational, recreational and social programs to enhance racial and interracial understanding and cooperation.

GOAL

IV. To help each serviceman at the end of his service in his adjustment to civilian life.

OBJECTIVES

A. To ensure that all members of the Navy's retired and fleet reserve community are assisted in obtaining an equal opportunity for a "second career," if desired.

B. To provide priority opportunity for members of racial minorities as well as members of other underprivileged groups who have completed their military obligations to ensure they leave the naval service prepared to exercise their rights to full and fair participation in the civilian society.

GOAL

V. To participate in the progressive improvement of social-cultural interaction in our society by utilization of our human, economic and physical resources while maintaining full effectiveness in the performance of our primary mission.

OBJECTIVE

A. To endeavor to provide every Navyman and woman with training and experience necessary to learn a trade or vocational skill.

APPENDIX C

EXTRACT FROM NAVY HUMAN GOALS EDUCATION PROGRAM

TRAINING PLAN (OPNAV INST 1543.48 OF 11 SEPTEMBER 1973)

1. TECHNICAL PROGRAM DATA

- A. Title - Human Goals Education Program
- B. Security Classification - Unclassified
- C. Navy Priority Assigned - 1
- D. OPNAV Program Sponsor - DCNO (Manpower), ADCNO (OP-01P). ADCNO for Human Goals (OP-01P) also has principal development activity (PDA) cognizance.
- E. Operational Requirements - Increase and enhance:
 - individual responsibility for personal decisions, effectiveness of personal leadership, and command capability in addressing issues in areas such as race relations, drug and alcohol abuse, and intercultural relations. Specifically, when viewed in combination with ongoing human resource development consultancy efforts, the human goals training program will result in:
 - 1. Improved unit readiness and operational capability.
 - 2. Improved communications at all levels in the chain of command.
 - 3. Improved leadership and human resource management at all levels.
 - 4. Improved image of the Navy as a professional organization that recognizes the worth and dignity of individuals and their families.
 - 5. Increased career and job satisfaction.
 - 6. Increased recruiting and retention of personnel with ability, dedication, and the capacity for growth.
 - 7. Improved readjustment assistance to personnel departing the service for civilian life.

8. Employment of all personnel within and throughout the Navy in such a manner that their aspirations can be fulfilled without sacrifice of cultural and ethnic values.
9. Assignment of majority and minority personnel within the Navy such that their distribution will be representative within all ranks and rates as feasible.
10. Development of policies and programs that fulfill requirements while maintaining good order and discipline in every command.
11. Guaranteed equality of promotional, administrative, and disciplinary practices as well as policies.
12. Improved screening and selection of personnel qualified for overseas assignment.
13. Improved overseas diplomacy through reduction of adverse incidents and increased tour satisfaction and productivity.
14. Identification and reduction of organizational pressures and opportunities that lead to drug and alcohol abuse.
15. Reduced drug and alcohol abuse and improved re-entry and employment of successfully rehabilitated personnel.
16. Development at all commands of human goals action plans for addressing underlying personal and organizational needs and issues in race relations, intercultural relations, drug and alcohol abuse, and organizational development and management.

F. Training Program Description

1. General information: The Human Goals Training Program provides commands with personnel who understand Navy human goals programs and policies, including their intent, inter-relatedness and impact at each command level, and who are able to make sound personal decisions, solve problems, and develop appropriate long and short range action plans for enhancing Navy human resources. Specifically, this program creates an awareness of personal and institutional racism and promotes equal opportunity through the development of systematic solutions to problems. It promotes understanding of individual, group, and organizational behavior and change

as they relate to line management and leadership in the Navy, emphasizing strategies for the optimum development and management of Navy human resources. It enables Navy personnel to develop the Navy's overseas diplomacy mission-element by maximizing positive interaction with host nationals. It develops the personal coping and line management skills necessary for Navy personnel at all levels of command to develop systematic solutions and positive organizational and individual alternatives to drug and alcohol abuse. It must be emphasized that the four above training areas must not be viewed as independent or separate. Neither can they be viewed as merely responses to today's crisis. Rather, human goals training must be seen as a means of equipping Navy personnel to address effectively both current and as yet unforeseen human issues in the constantly shifting environment, in the U. S. Navy and external to the Navy.

2. Requirements: The U. S. Navy Human Goals Plan and the OPNAVINST 5300.6 requires human goals training in support of the Department of Defense Human Goals Credo. Additional requirements exist for race relations education (SECNAVINST 5350.6A, SECNAVINST 5350.10A, DOD Directive 1322.11, OPNAVNOTE 1500 of 11 May 1973, BUPERSINST 5350.5), intercultural relations training (NAVOP 126/72, OPNAVNOTE 5450 of 25 January 1973), and drug and alcohol education (SECNAVINST 7610.1B, OPNAVINST 6330.1). In order to meet the above requirements and to achieve the desired operational results, the following specific course and learning objectives are provided:

OFFICER SOURCE SCHOOLS

1. Training Purpose. The purpose of this training sequence is to enable the officer student to relate prior formal learning, regarding the personal, cultural, and social forces which affect race relations, drug and alcohol use and abuse, intercultural relations, and organizational development and management, to his or her current experience as a Naval officer.

a. Training Objective. On completion of this training sequence, the officer student will be able to identify the significant factors, personal, cultural, and social, which are directly related to the issues of race, drugs and alcohol, intercultural relations, and leadership and management.

b. Training Objective. The officer student will also be able to describe the inter-relatedness of these factors and their impact on the Navy.

c. Training Objective. In addition, the officer student will be able to describe the development, purpose and content of the Department of Defense Credo and the Navy's Human Goals Plan, together with the programs described in that plan.

2. Training Purpose. The purpose of this training sequence is to equip the officer student with the knowledge necessary for him to demonstrate an ability to apply appropriate knowledge and skills which are prerequisites to effective leadership and management of human resources.

a. Training Objective. On completion of this training sequence, the officer student will be able to extrapolate from existing theory those elements which are pertinent to the processes of inter-personal communications, human motivation, value and norm formation, and group and organizational dynamics and behavior.

b. Training Objective. The officer student will be able to briefly describe the inter-relatedness of these elements to each other as they relate to the Navy environment.

3. Training Purpose. The purpose of this final sequence is to enable the officer student to demonstrate a willingness to apply the appropriate knowledge and skills to leadership and management of human resources.

a. Training Objective. The officer student will reflect an organization of his or her own value system by the formulation of a personal plan of action which reflects an affirmation of the intent of the Human Goals Plan and its objectives.

b. Training Objective. The officer student will demonstrate those leadership characteristics, capabilities and communications skills with regard to race relations, drug and alcohol use and abuse, intercultural relations, and organizational development and management which reflects his or her ability to function effectively in the context of the Human Goals Plan objectives and a Naval officer and leader.

OFFICER INDOCTRINATION SCHOOLS

1. Training Purpose. The purpose of this training sequence is to enable the officer student to relate prior formal learning, regarding the personal cultural, and social forces which affect race relations, drug and alcohol use and abuse, intercultural relations, and organizational development and management, to his or her current experience as a Naval officer.

a. Training Objective. On completion of this training sequence, the officer student will be able to identify the significant factors, personal, cultural, and social, which are directly related to the issues of race, drugs and alcohol, intercultural relations, and leadership and management.

b. Training Objective. The officer student will also be able to describe the inter-relatedness of these factors and their impact on the Navy.

c. Training Objective. In addition, the officer student will be able to describe the development, purpose, and content of the Department of Defense Credo and the Navy's Human Goals Plan together with the programs described in that plan.

2. Training Purpose. The purpose of this training sequence is to equip the officer student with the knowledge necessary for him to demonstrate an ability to apply appropriate knowledge and skills which are prerequisites to effective leadership and management of human resources.

a. Training Objective. On completion of this training sequence, the officer student will be able to extrapolate from existing theory, those elements which are pertinent to the processes of inter-personal communications, human motivation, value and norm formation, and group and organizational dynamics and behavior.

b. Training Objective. The officer student will be able to briefly describe the inter-relatedness of these elements to each other as they relate to the Navy environment.

3. Training Purpose. The purpose of this final sequence is to enable the officer student to demonstrate a willingness to apply the appropriate knowledge and skills to leadership and management of human resources.

a. Training Objective. The officer student will reflect an organization of his or her own value system by the formulation of a personal plan of action which reflect a affirmation of the intent of the Human Goals Plan and its objectives.

b. Training Objective. The officer student, in addition, will demonstrate those leadership characteristics and capabilities and communications skills with regard to race relations, drug and alcohol use and abuse, intercultural relations, and organizational development and management which reflect his or her ability to function effectively in the context of the Human Goals Plan objectives and a Naval officer and leader.

c. Training Objective. In his or her "personal action plan," the staff officer will demonstrate the integration of the intent of the Navy's Human Goals Plan with the practice of his or her progression as a Naval officer and as a staff advisor within the command.

d. Training Objective. The staff officer student will be able to describe norms for performance of duties and delivery of services of their respective professions in consonance with the Navy's Human Goals Plan.

LEADERSHIP AND MANAGEMENT TRAINING FOR OFFICERS COURSE

1. Training Purpose. The purpose of this training sequence is to provide the officer training in leadership and human resource management. It is to provide current technical education in these areas as well as practical skill development and application within the responsibilities normally assigned a division officer and department head.

This training sequence will develop the student's knowledge and skill concerning:

Total responsibilities of a division officer or department head.

Accountability and authority.

Motivation of subordinates.

Problem solving and decision making.

Application of human resource management principles in the Navy.

Inter-personal relationships and communications.

Training of subordinates.

Diagnosis and specific problem solving of division and department problems.

This training will enable the officer to more effectively apply his or her knowledge and skills in the following areas:

Race relations/equal opportunity (emphasis on problem acknowledgement and solution development)

Organizational development and management (emphasis on optimum development and management of human resources to increase effectiveness of the Navy as an organization).

Intercultural relations (emphasis on role of the individual as a positive extension of overseas diplomacy).

Drug and alcohol education and control (emphasis on developing of systematic solutions to drug and alcohol problems and development of positive organizational and individual alternatives to abuse).

a. Training Objectives. Upon completion of this course in leadership and management, each officer will in relations to:

(1) Total responsibilities of a division officer/department head:

a. Have reviewed his military requirements as a division officer/department head.

b. Be able to describe his responsibilities and the responsibilities of his division or department toward the organization, through the chain of command, for mission accomplishment and know the relationship between that responsibility and his responsibilities, through the chain of command, to his subordinates as individuals and as a group.

c. Have the technical skills necessary for performance counseling.

d. Have experienced various methods of counseling from both aspects (counselor and counseled).

e. Have acquired the techniques of self evaluation, and self improvement in order to continue his professional growth in management and leadership capabilities.

f. Have acquired a working knowledge of the content of the Career Counseling Manual and BUPERSINST 1040.3A, giving him the basic background of the Navy's Retention Program, and an understanding of his place and function within the command communications team concept.

(2) Accountability and authority

a. Have a knowledge of the responsibility which goes with power and authority (be able to describe the distinction between the two), this responsibility being to seniors for mission accomplishment and to juniors for subordinate motivation and development. He will be able to identify the basic source of the authority of persons in the chain of command.

b. Be able to determine what personal behavior patterns are compatible with Navy norms, be able to effect such behavior, and as a division officer or department head, be able to guide subordinates to achieve the accepted norms.

c. Be able to explain the function of the chain of command for enlisted and officer personnel.

d. Be able to explain the chain of command from bottom to top for his own unit.

e. Be able to list some of the ways the formal organization and the informal organization affect an individual's function.

Identify the procedures, norms, standards, and processes that help or hinder the development of personal responsibility and activity in the Navy roles.

Identify method to expand personal capacity to act objectively on perceived problems.

(3) Motivation of Subordinates:

a. Have a basic understanding of the various theories of individual motivation.

b. Be able to differentiate between motivational and non-motivational problems.

c. Be able to determine what the basic needs of his various subordinates are and be able to describe how these needs may be used to motivate the individual to accept the responsibilities of his Navy role.

d. Recognize the various styles of leadership as practiced by his peers, supervisors, and subordinates; be able to apply these styles of leadership to himself in given situations.

(4) Problem solving and decision making:

a. Be able to more systematically and logically look at decision making; be able to identify decision making models and select the most effective problem solving model for application to specific problems.

b. Be able to identify and analyze the processes by which decisions are made in groups and be able to identify alternative ways of behaving in groups that may enhance individual satisfaction and organizational effectiveness.

(5) Inter-personal relationships and communications:

a. Be able to recognize the elements of his own behavior and the behavior of others as they effect inter-personal, inter-cultural, and inter-racial relationships; be able to utilize various forms of feedback data to modify his behavior to achieve more effective relationship.

b. Be able to demonstrate awareness of different personal values and increased acceptance of people with those different values.

c. Be able to appreciate the multi-racial composition of the nation and the Navy, and be able to translate this appreciation into the concept of team work as an organizational norm.

d. Be able to describe the difference between one-way and two-way communications.

e. Be able to list some of the variables which affect listening behavior.

f. Be able to assess his own listening efficiency.

g. Be able to demonstrate techniques of attentiveness and active listening.

h. Be able to diagram and describe the formal and informal communications networks which exist in his unit, and be able to effectively use these networks to achieve organizational goals.

i. Be able to communicate effectively on an inter-personal basis with individuals at all levels within the organization.

(6) Training of subordinates:

a. Be able to identify necessary elements of effective subordinate development.

b. Be able to discriminate between performance problems requiring training and those that do not.

c. Know what resources are available to him and his subordinates for both technical skill training and personal development.

(7) Diagnosis and specific problem solving of division/
department problems:

a. Be able to deal effectively with human issues in management problems.

b. Be able to identify and define the significant human issues and their relationship to the student in his own command in the areas of:

Equal opportunity/race relations

Organizational development and management

Intercultural relations

Drug and alcohol abuse prevention and control

NOTE: For purposes of clarification, a basic assumption is that the issues identified must be born of the experience of the trainees and/or appropriate simulations.

c. Be able to analyze and articulate identified issues and understand their complexity and inter-relatedness; include the ability to prioritize, separate issues from anxieties, put issues in an organizational context, communicate his ideas objectively and clearly to others, elicit support, and gain and utilize feedback.

d. Be able to analyze and take positive action toward providing solutions to the problems associated with an issue or issues, including exploring and reviewing options and alternatives, identifying resources, intervening effectively in crisis situations, making and implementing decisions, and reviewing the consequences of decisions.

(8) Application of human resource management principles in the Navy:

a. Be able to synthesize the group environment for which he is responsible in such a manner to optimize and maintain the efficiency and effectiveness of the unit by satisfying the needs of the members while maximizing the objectives of the organization; staying within the accepted norms of the Navy.

b. Be able to use various leadership styles and management techniques on a situational basis.

c. Be able to identify the elements of an action plan to apply the Human Resource Management Principles to his own unit.

DESTROYER/SUBMARINE SCHOOL

The Leadership and Management Training for Officers Course objectives are applicable for these schools.

PCO/PXO COURSE

1. Training Purpose. The purpose of this training sequence is to enable the prospective commanding officer or executive officer to execute more effectively his command or administrative responsibilities in the areas of race relations, drug and alcohol abuse prevention and control, intercultural relations, and organizational development and management.

a. Training Objective. As a preparatory phase of this training sequence, the officer student will be given current data regarding the nature and extent of human problems in race relations, drug and alcohol abuse and use, intercultural relations, and organization development and management in the Navy.

b. Training Objective. Following his exposure to the above data, the student will be able to describe the impact of this data on him, his future role as a commanding officer or executive officer, and on the effectiveness of both command operations and the total Navy system.

c. Training Objective. The student will have to describe the Navy human goals programs and policies, interpret these from a command perspective, and identify appropriate Navy resources available to assist him in implementing command action plans.

d. Training Objective. The student will be able to develop prioritized affirmative action plans for dealing with command issues in the Human Goals areas.

e. Training Objective. The student will demonstrate an ability to develop, implement, and monitor a system to obtain the information required to assess the effectiveness of on going action programs, utilizing appropriate data to take the necessary corrective action.

f. Training Objective. Finally, the student will be able to assess the impact and adequacy of all current programs, policies and resources from the command perspective, and assume responsibility for providing feedback to senior command echelons, whenever necessary, concerning his evaluation of said programs, particularly as they impact on human goals objectives.

RACIAL AWARENESS FACILITATOR TRAINING (RAFT) COURSE

1. Training Purpose. The purpose of this training sequence is to enable the Racial Awareness Facilitator (RAF) to examine issues related to racial awareness and compare his own attitudes and behavioral patterns to those required of a facilitator.

a. Training objective. Upon completion of this training sequence, the RAF will be able to:

1. Identify major attitudes and behaviors related to inter-personal and inter-group relations.

2. Describe factors that inhibit inter-personal and inter-group communications.

3. Define personal prejudice and its manifestations.

4. Recognize and describe elements of institutional racism.

5. Relate significant elements of minority history and its effects, both causal and casual.

6. Create individual affirmative action plans for own anti-racist behavior.

7. Demonstrate anti-racist behavior in role playing and simulation situations.

2. Training Purpose. The purpose of this training sequence is to enable RAF personnel to identify factors affecting the general learning process.

a. Training Objective. Upon completion of this training sequence, the RAF will be able to:

1. Describe the effects of the physical setting of the learning environment.

2. Relate the elements of proper trainer behavior in terms of responsibility to self, partner, voice, eye contact, gestures, and attitudes.

3. Define the principles of adult learning and their application.

4. Describe the procedures for use of training aids and training aid equipment.

5. Define the several types of oral questions and their particular usage.

3. Training Purpose. The purpose of this training sequence is to enable the RAF personnel to describe unique factors that affect group learning processes and relate them to the role of the facilitator.

a. Training Objectives. Upon completion of this training sequence, the RAF will be able to:

1. Describe methods to establish basic contact and means to set the learning environment.
2. List steps of procedure to establish group expectations and goals.
3. Describe the psychology of groups and process the principles of group dynamics.
4. Describe various group exercises and simulations.
5. Describe the elements of process observation and reporting.
6. Describe the procedures for affective problem solving and affirmative action planning.

4. Training Purpose. The purpose of this training sequence is to enable the RAF personnel to develop and demonstrate ability to facilitate small groups of homogeneous personnel to examine inter-personal and organizational relationships, identify causal factors affecting positive inter-personal and organizational relationships and to create individual and institutional affirmative action steps that will ameliorate current conditions.

a. Training Objectives. Upon completion of this sequence of training, RAF personnel will be able to:

1. Examine own training style and evaluate the style of assigned team member(s) for the purpose of molding co-facilitator roles.
2. Assess the pre-training environment through use of unobtrusive measures.
3. Prepare suggested group attendance lists through use of demographic data.
4. Implement approved Race Relations Education Curriculum (UPWARD, NAVPERS 15241A).

5. Training Purpose. The purpose of this training sequence is to enable RAF personnel to develop and demonstrate skill as a race relations consultant to the commanding officer.

a. Training Objectives. Upon completion of this training sequence, the RAF will be able to:

1. Establish contact with own commanding officer according to rules of Naval protocol and establish a working relationship.
2. Design an organizational chart of her/his own command and identify the personnel in decision making positions.
3. Develop strategies for implementing change models resulting from affirmative action plans.
4. Monitor and report results of affirmative action steps to own commanding officer.

HUMAN RESOURCE MANAGEMENT SCHOOL

1. Training Purpose. The purpose of this training is to enable Human Resource Management Specialists to acquire the human resource management skills necessary to carry out the Navy Human Goals Program. The skills emphasized enable graduates to assist the chain of command in support of the Department of Defense and Navy's Human Goals objectives and have demonstrated potential for maximum positive impact to this end.

HUMAN RESOURCE MANAGEMENT BASIC (CORE)

1. Training Purpose. The purpose of this training is to provide Human Resource Management Specialists and selected CNT trainers to acquire the human resource management skills and knowledge common to all sub-elements with the Navy Human Goals Program.

NOTE: Human Resource Management Basic training is not intended to provide full cross training in all the skills and knowledge necessary to function as a consultant in race relations, intercultural relations, drug and alcohol abuse control, and organization development and management. It provides only those basic skills common to all. However, additional training of varying duration averaging from two to three weeks will be required to attain full expertise in any one given area.

WEEK I: INTRODUCTION

1. Training Purpose. The purpose of this training is to bring about a genuine sense of commitment, participation, and responsibility for learning through the exchange of information and expression of course and student goals and expectation.

a. Training Objective. Familiarize students with administrative procedures, rules, and regulations of the course.

b. Training Objective. Discuss the Human Goals Plan and Pers-6c organization and how they relate to the Navy's mission and objectives and to the course mission.

c. Training Objective. Illustrate and discuss the Lawrence-Lorsch system model, its application to the Navy, and its relationship as a model for course objectives.

d. Training Objective. To familiarize students with the purpose and scope of training, class hours, end of course objectives, and graduation determinants.

WEEK II: HUMAN SYSTEMS

1. Training Purpose. The purpose of this training sequence is to enable the student to:

Understand the effects of competition between groups on the behavior of individuals within the group; and

Understand the effects of group competitiveness as it also applies to relations between cultures, sub-cultures, work teams, and individuals.

a. Training Objective. List assumptions and basis for those assumptions made about another person's values. Evaluate the validity of the value assumption by communication with the person whose values he assumed.

b. Training Objective. Identify and define conflict, avoidance, and accommodation reactions to cultural inter-action, when given a filmed example exhibiting each.

c. Training Objective. In the Personal Application Assignment (PAA), relate five things you prize and five things you dislike to: your values, culture, and motives.

d. Training Objective. List assumptions and basis for those assumptions made about another person's culture and culture values, evaluate the validity of the assumptions by communicating with another group.

e. Training Objective. Identify his motive pattern by scoring his own thematic apperception test (TAT) and relating this pattern to a critical incident in his life on the PAA.

f. Training Objective. List three things that may be expected to happen to winning groups and losing groups in an inter-group competition.

WEEK III: THE CHANGE PROCESS

1. Training Purpose. The purpose of this training sequence is to enable the participants to:

Understand, in the process of change, the forces that are causes of change in contemporary organizations;

Understand the complex nature of large systems and the methods for analyzing these systems; and

Understand various strategies of intervening in systems and methods of precipitating planned change.

Given a staff-prepared case of change implemented in the Navy, analyze the effects of a change that was implemented in the Navy system by:

a. Training Objective. Listing and explaining the inter/intra system forces and factors that contributed to the need for change.

b. Training Objective. Listing and explaining the environmental forces and factors that contributed to the need for change.

c. Training Objective. Predicting the consequences of the change that were anticipated by the consultants.

d. Training Objective. Describing the effects of the change observed in the system the student was in at the time the change was implemented, in terms of the inter-actions defined by the Lawrence-Lorsch model and the concepts of force field analysis.

e. Training Objective. Developing alternative plans that would have increased the positive effects and decreased the negative effects of the change.

2. Training Purpose. The purpose of this training sequence is to enable the student to:

Improve his skill in communicating with others;

Begin to understand the nature of group process and its relationship;

Analyze his own style of learning;

Begin the process of self-directed learning by setting personal learning goals and recording his progress in a personal log;

Begin to understand his personal values, including biases, stereotypes, and beliefs; and

Relate thses personal learnings to his ability to perform as an HRM specialists.

a. Training Objective. Accurately restate or paraphrase statements made to him by another participant to the satisfaction of the other participant and/or an observing staff member.

b. Training Objective. Know and practice the rules of inter-personal feedback in a group setting to the satisfaction of other group members and/or an observing staff member.

c. Training Objective. Read "what to look for in groups" and identify processes and roles within his learning team to the satisfaction of the staff member assigned to the team.

d. Training Objective. Take and score the Learning Style Inventory and relate it to personal learning experiences in the PAA.

e. Training Objective. Write his personal learning goals in the PAA, with plans for their attainment. Included in the plan will be obstacles, sources of help, and methods of recording progress.

f. Training Objective. Demonstrate on the PAA any new awareness of personal values, biases, and beliefs that have occurred during the week.

g. Training Objective. Demonstrate, in the PAA, an understanding of the relationship of communication skills, knowledge of personal values, and group process skills to the Lawrence-Lorsch model of organization behavior.

h. Training Objective. In the PAA, compare the process of exchanging expectations among staff and participants with a specific previous experience in entering an organization on the following dimensions:

1. How were the expectations of the organization communicated to the entrant?

2. What chance did the entrant have to state his expectations of the organization?

3. How did this "socialization" process affect his attitude toward organization?

WEEKS IV & V: CONSULTATION AND DIAGNOSIS

1. Training Purpose. The purpose of this training sequence is to enable participants to:

Differentiate between the types of consulting methods;

Understand the appropriate use of different consulting methods; and

Apply and practice consulting methods in classroom simulations.

a. Training Objective. Give a situation that indicates the need for consultation, the student will choose the consultation mode (process-resource-expert) most applicable to the situation.

b. Training Objective. Act as a process consultant by:

(1) Bringing about a client's identification and definition of the problems and issues the client sees.

(2) Assisting the client in clarification of client generated optional solution strategies.

(3) Assisting the client in increasing his decision making abilities by showing him or her problem solving methods that may be applicable.

(4) Identifying processes exhibited during the course of consultation that impede progress towards:

- a. Problem identification
- b. Problem definition/clarification
- c. Generation of solution strategies
- d. Selection of optimum strategy

2. Training Purpose. The purpose of this training sequence is to enable participants to:

Understand the possible consequences of entering a system.

Design a data-gathering activity to help identify problems in that system.

Enter the system and carry out the data-gathering activity.

Analyze the data to identify existing problems.

a. Training Objective. List, prioritize, and discuss the personal, inter-personal, group, inter-group, organizational, and environmental components of system interaction that the consultant should pay particular attention to when preparing to enter an unknown client system.

b. Training Objective. Design plans and activities of system entry that will maximize the effectiveness of data-gathering with the client system.

c. Training Objective. Enter a client system and gather data.

d. Training Objective. Identify, define, clarify problems and issues the client perceives.

e. Training Objective. Analyze data obtained during scouting and entry to determine:

1. Problem definitions

2. Areas requiring more information-gathering

f. Training Objective. Select or design information-gathering instruments and activities to acquire data that will clarify specific issues of defined problem areas.

g. Training Objective. Administer information-gathering instruments and activities in a client system. Analyze the data derived from information gathering instruments activities in the client system.

h. Training Objective. Identify the specific factors that contribute to the defined problem in the client system by utilization of analyzed data.

3. Training Purpose. The purpose of this training sequence is to enable participants to:

Understand the importance of consulting methods in being able to enter and diagnose a system; and

Relate the field activity to conceptual models of change.

a. Training Objective. Identify the forces in the client system that hinder solving the problems in the analyzed data.

b. Training Objective. State and explain the steps to be followed by a consultant entering a strange client system. Using the Kolb-Frohman model of effective consultant behavior during the process of change.

WEEK VI: GROUP AND INTER-GROUP INTERVENTION

1. Training Purpose. The purpose of this training sequence is to enable the participant to:

Identify inter-group relationship and their effects on groups;

Use various interventions to improve group functioning; and

Recognize differentiation and integration mechanisms in the Navy.

a. Training Objective. By observing the operation of a functioning group, the student will observe and chart the interaction processes in the group by drawing and explaining a sociogram of the group's interactions.

b. Training Objective. Demonstrate the use of the group mirroring exercise to reduce inter-group conflict.

c. Training Objective. In the PAA, indicate how he would have used this technique to reduce conflict in a Navy situation of the student's own experience.

d. Training Objective. In the PAA, describe a situation of the participants own experience that Harrison's role negotiation principles would have been applicable to. Explain the situation that occurred and how he would have used the principles to increase the effectiveness of the group in his example.

e. Training Objective. Define in the PAA two differentiating mechanisms in the Navy that are destructive to task accomplishment. Design intergrating mechanisms which would reduce this destructiveness.

2. Training Purpose. The purpose of this training sequence is to enable the participant to:

Understand theories underlying adult learning;

Assess training needs within the Navy community;

Design or select a training module to meet those needs;

Deliver that module to the client; and

Evaluate the effectiveness of the training.

a. Training Objective. Assess the need for specific training in the student community by a survey of the student population.

b. Training Objective. Prepare objectives of training.

c. Training Objective. Conduct the training program.

d. Training Objective. Design or select a training program to meet specified objectives.

e. Training Objective. Evaluate the success of the training in terms of accomplishment of training objectives.

WEEK VII: TRAINING

1. Training Purpose. The purpose of this training sequence is to establish a level of competence to:

Design a training sequence;

Provide training to a client system;

Evaluate the effectiveness of their training efforts; and

Provide the staff with an opportunity to evaluate trainee learning and performance in a field setting.

a. Training Objective. Enter a client system; determine the training need, prepare training objectives, design and select training plan, implement training plan, evaluate training plan, submit an evaluation of the above activities in the format described in Evaluation Workshop I.

b. Training Objective. A staff interview or survey of the client shall show that: the consultant maintained clearly defined consultant-client roles and a relationship of mutual trust and respect with the client.

c. Training Objective. Discuss strategies the student will use to minimize the negative and maximize the positive effects;

1. His entrance will have on the system to which he/she is going.
2. The effects the system he/she is going into will have on him/her.

NAVY RACE RELATIONS SCHOOL (Race Relations Education Specialist)

1. Training Purpose. The purpose of this training sequence is to enable Race Relations Education Specialists (RRES) to demonstrate personal and professional awareness of the manifestations of Institutional racism within the Navy and to establish personal pro-action steps to resolve such problems.

a. Training Objective. Upon completion of this training sequence, REES personnel will be able to:

1. Evaluate own attitudinal and behavioral patterns related to race relations and compare them with the expected norms of REES behaviors.
2. Communicate effectively across racial and cultural lines.
3. Communicate effectively across rank, education, and experience realities.
4. Demonstrate observable anti-racist behavior in all inter-personal and organizational relations.

2. Training Purpose. The purpose of this training sequence is to enable RRES personnel to develop those skills to be enacted prior to the commencement of the training evaluations.

a. Training Objective. Upon completion of this training sequence, the RRES will be able to:

1. Establish contact with the client command according to established Naval protocol and create a positive working relationship.

2. Assess racial climate within the client command through use of approved instruments and unobtrusive measures.

3. Collate, analyze, and interpret data derived from racial climate surveys.

4. Prepare demographic graphics to support interpretations.

5. Develop recommended action steps to resolve pre-race relations education training problems.

6. Develop specific training plans to meet the client commands needs.

3. Training Purpose. The purpose of this training sequence is to enable RRES personnel to develop skills in facilitating approved race relations education curricula (e.g., UPWARD and Executive).

a. Training Objective. Upon completion of this training sequence, RRES personnel will be able to:

1. Describe the steps of procedure for various group exercises and simulations with emphasis on their purpose and desired results.

2. Assess group dynamics and select proper methodologies to address group needs while fulfilling course objectives.

3. Demonstrate skills to analyze progress-in-progress and to effectively utilize feedback.

4. Training Purpose. The purpose of this training sequence is to enable RRES personnel to develop skill in operating in the role of consultant to the commanding officer.

a. Training Objective. Upon completion of this training sequence, RRES personnel will be able to:

1. Analyze the organizational business-as-usual practice using approved survey instruments (e.g., questionnaires, interviews, observations).

2. Interpret the results of survey instruments and compare the practices with stated organizational and individual goals.

3. Develop training plans to address problem areas disclosed by the results of survey instruments.

4. Intervene into crisis situations and defuse hostilities.

5. Identify racial incident causal factors.

6. Assist client commands in their development of immediate and long range affirmative action plans.

7. Develop affirmative action plans through use of systematic problem solving steps of procedure (e.g., force field analysis).

8. Prepare written reports that describe the process and content of consultancy, training, and research evaluations.

9. Maintain the consultant relationship through the development of evolving, progressive goal delineation.

APPENDIX D

EXTRACTS FROM THE NAVY EQUAL OPPORTUNITY MANUAL

(OPNAV INST 5354.1 OF 19 MAY 1974)

6. Goals and Objectives. To achieve an efficient naval organization and truly equitable treatment for all members of the Navy community, the following goals and objectives are set forth.

1. To attract to the Navy people with ability, dedication and capacity for growth. Specifically, the Navy must be able to obtain the very best talent available in this nation regardless of race, religion, creed, sex, economic background or national origin.

a. To increase and intensify the Navy's efforts to attain and retain the highest quality officer and enlisted volunteers from all segments of society, seeking to achieve increased representation of minority personnel in the various categories and grades of the service which is proportional to the demography of the source population.

b. To create and maintain a Navy climate of equal opportunity and treatment for all people regardless of race, creed, religion, sex, or national origin.

c. To establish educational programs within the Navy, and in association with the Navy (e.g., NJROTC, Sea Cadets, Community Service Programs) to assist persons in attaining a common educational base which will aid them in achieving a level at which they can compete equitably with their peers.

d. To establish open recreational programs within the Navy and in association with the Navy which will aid individuals to achieve, maintain, and support Navy mission oriented goals of combat readiness.

e. To establish open social programs which will create and maintain an atmosphere of personnel and mission integration within the Navy structure and in association with the Navy structure, i.e., NJROTC, Sea Cadets, Community Service Programs.

GOAL II. To provide real opportunity for all personnel of the Department of the Navy to rise to as high a level of responsibility as possible, dependent only on individual talent and diligence.

1. Objective

a. To identify and eliminate all bias, i.e., insure equal opportunity for: selection for programs, appointments or promotion; classification to occupational fields; technical and professional schooling; developmental experiences and progression in duty assignment; performance evaluations; pro-pay; advancement and promotion; retention, reenlistment and career status; etc.

GOAL III. To make service in the Department of the Navy a model of equal opportunity for all regardless of race, creed, religion, sex, or national origin, i.e., the Navy must strive to elevate the dignity of each individual and eliminate all vestiges of discrimination and intolerance so that all members of the naval service can be equally proud to serve.

1. Objectives

a. To create and insure equal opportunity in living and working conditions in the Navy community.

b. To achieve and guarantee legal and administrative processes which are responsive to minority as well as majority personnel.

c. To conduct workshops, conferences and educational, recreational, and social programs to enhance interracial understanding, cooperation and respect among all Naval personnel.

APPENDIX E

A CONDENSED VERSION OF THE COGNITIVE DOMAIN OF THE TAXONOMY OF EDUCATIONAL OBJECTIVES

KNOWLEDGE

1.00 KNOWLEDGE

. . . the recall of specifics and universals, the recall of methods and processes, or the recall of a pattern, structure, or setting.

1.10 KNOWLEDGE OF SPECIFICS

The recall of specific and isolable bits of information.

1.11 Knowledge of Terminology

Knowledge of the referents for specific symbols (verbal and nonverbal).

1.12 Knowledge of Specific Facts

Knowledge of dates, events, persons, places, etc.

1.20 KNOWLEDGE OF WAYS AND MEANS OF DEALING WITH SPECIFICS

Knowledge of the ways of organizing, studying, judging, and criticizing.

1.21 Knowledge of Conventions

Knowledge of characteristic ways of treating and presenting ideas and phenomena.

1.22 Knowledge of Trends and Sequences

Knowledge of the processes, directions, and movements of phenomena with respect to time.

1.23 Knowledge of Classifications and Categories

Knowledge of the classes, sets, divisions, and arrangements which are regarded as fundamental for a given subject field, purpose, argument, or problem.

1.24 Knowledge of Criteria

Knowledge of the criteria by which facts, principles, opinions, and conduct are tested or judged.

1.25 Knowledge of Methodology

Knowledge of the methods of inquiry, techniques, and procedures employed in a particular subject field.

1.30 KNOWLEDGE OF THE UNIVERSALS AND ABSTRACTIONS IN A FIELD

Knowledge of the major schemes and patterns by which phenomena and ideas are organized.

1.31 Knowledge of Principles and Generalization

Knowledge of particular abstractions which summarize observations of phenomena.

1.32 Knowledge of Theories and Structures

Knowledge of the body of principles and generalizations together with their interrelations . . .

INTELLECTUAL ABILITIES AND SKILLS

2.00 COMPREHENSION

. . . type of understanding or apprehension such that the individual knows what is being communicated

2.10 TRANSLATION

Comprehension as evidenced by the care and accuracy with which the communication is paraphrased or rendered from one language or form of communication to another.

2.20 INTERPRETATION

The explanation or summarization of a communication.

2.30 EXTRAPOLATION

The extension of trends or tendencies beyond the given data to determine implications, consequences, corollaries, effects, etc.

3.00 APPLICATION

The use of abstractions in particular and concrete situations.

4.00 ANALYSIS

The breakdown of a communication into its constituent elements or parts . . .

4.10 ANALYSIS OF ELEMENTS

Identification of the elements included in a communication.

4.20 ANALYSIS OF RELATIONSHIPS

The connections and interactions between elements and parts of a communication.

4.30 ANALYSIS OF ORGANIZATIONAL PRINCIPLES

The organization, systematic arrangement, and structure which hold the communication together.

5.00 SYNTHESIS

The putting together of elements and parts so as to form a whole

5.10 PRODUCTION OF A UNIQUE COMMUNICATION

The development of a communication in which the writer or speaker attempts to convey ideas, feelings, and/or experiences to others.

5.20 PRODUCTION OF A PLAN, OR PROPOSED SET OF OPERATIONS

The development of a plan of work or the proposal of a plan of operations.

5.30 DERIVATION OF A SET OF ABSTRACT RELATIONS

The development of a set of abstract relations . . . to classify or explain particular data or phenomena . . .

6.00 EVALUATION

Judgments about the value of material and methods for given purposes.

6.10 JUDGMENTS IN TERMS OF INTERNAL EVIDENCE

Evaluation of the accuracy of a communication from such evidence as logical accuracy, consistency, and other internal criteria.

6.20 JUDGMENTS IN TERMS OF EXTERNAL CRITERIA

Evaluation of material with reference to selected or remembered criteria.

A CONDENSED VERSION OF THE AFFECTIVE DOMAIN OF THE TAXONOMY OF EDUCATIONAL OBJECTIVES

1.0 RECEIVING (ATTENDING)

At this level we are concerned that the learner be sensitized to the existence of certain phenomena and stimuli; that is, that he be willing to receive or to attend to them.

1.1 AWARENESS

Awareness is almost a cognitive behavior. But unlike knowledge, the lowest level of the cognitive domain, we are not so much concerned with a memory of, or ability to recall, an item or fact as we are that, given appropriate opportunity, the learner will merely be conscious of something--that he take into account a situation, phenomenon, object, or stage of affairs.

1.2 WILLINGNESS TO RECEIVE

In this category . . . we are here describing the behavior of being willing to tolerate a given stimulus, not to avoid it.

1.3 CONTROLLED OR SELECTED ATTENTION

. . . the differentiation of a given stimulus into figure and ground at a conscious or perhaps semi-conscious level . . .

2.0 RESPONDING

At this level we are concerned with responses which go beyond merely attending to the phenomenon. The student is sufficiently motivated that he is . . . actively attending.

2.1 ACQUIESCENCE IN RESPONDING

The student makes the response, but he has not fully accepted the necessity for doing so.

2.2 WILLINGNESS TO RESPOND

. . . the implication that the learner is sufficiently committed to exhibiting the behavior that he does so not just because of a fear of punishment, but "on his own" or voluntarily

2.3 SATISFACTION IN RESPONSE

The additional element in the step beyond the Willingness to Respond level, the consent, the assent to responding, or the voluntary response, is that the behavior is accompanied by a feeling of satisfaction, an emotional response, generally of pleasure, zest, or enjoyment.

3.0 VALUING

. . . that a thing, phenomenon, or behavior has worth
. . . Behavior categorized at this level is sufficiently consistent and stable to have taken on the characteristics of a belief or an attitude.

An important element of behavior characterized by Valuing is that it is motivated, not by the desire to comply or obey, but by the individual's commitment to the underlying value guiding the behavior.

3.1 ACCEPTANCE OF A VALUE

At this level we are concerned with the ascribing of worth to a phenomenon, behavior, object, etc . . . At the level we are describing here, he is both sufficiently consistent that others can identify the value, and sufficiently committed that he is willing to be so identified.

3.2 PREFERENCE FOR A VALUE

Behavior at this level implies not just the acceptance of a value to the point of being willing to be identified with it, but the individual is sufficiently committed to the value to pursue it, to seek it out, to want it.

3.3 COMMITMENT

Belief at this level involves a high degree of certainty. The person who displays behavior at this level is clearly perceived as holding the value. There is a tension here which needs to be satisfied; action is the result of an aroused need or drive. There is a real motivation to act out the behavior.

4.0 ORGANIZATION

As the learner successively internalizes values, he encounters situations for which more than one value is relevant. Thus necessity arises for (a) the organization of the values into a system, (b) the determination of the interrelationships among them, and (c) the establishment of the dominant and pervasive ones. Such a system is built gradually, subject to change as new values are incorporated.

4.1 CONCEPTUALIZATION OF A VALUE

This permits the individual to see how the value relates to those that he already holds or to new ones that he is coming to hold.

4.2 ORGANIZATION OF A VALUE SYSTEM

. . . the relationship is . . . described as a kind of dynamic equilibrium which is, in part, dependent upon those portions of the environment which are salient at any point in time. In many instances the organization of values may result in their synthesis into a new value or value complex of a higher order.

5.0 CHARACTERIZATION BY A VALUE OR VALUE COMPLEX

At this level of internalization the values already have a place in the individual's value hierarchy, are organized into some kind of internally consistent system, have controlled the behavior of the individual for a sufficient time that he has adapted to behaving this way; and an evocation of the behavior no longer arouses emotion or affect except when the individual is threatened or challenged.

5.1 GENERALIZED SET

The generalized set is a response to highly generalized phenomena. It is a persistent and consistent response to a family of related situations or objects. It may often be an unconscious set which guides action without conscious forethought. A generalized set is a basic orientation which enables the individual to reduce and order the complex world about him and to act consistently and effectively in it.

5.2 CHARACTERIZATION

This, the peak of the internalization process, includes those objectives which are broadest with respect both to the phenomena covered and to the range of behavior which they comprise. Objectives categorized here are more than generalized sets in the sense that they involve a greater inclusiveness and, within the group of attitudes, behaviors, beliefs, or ideas, an emphasis on internal consistency.

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